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ABSTRACT

These Congressional hearings contain testimony pertaining to the extension of the Vocational Education Act of 1963. Included among those agencies and organizations represented at the hearings were the following: Texas Tech University; the American Federation of Teachers; the West Virginia Department of Education; the National Association of State Boards of Education; the International Union of Operating Engineers; the National Association of Large City Directors of Vocational Education; Ford Vocational and Technical Center in Westland, Michigan; the Council of Chief State School Officers; the National Association of State Directors of Vocational Education; the American Vocational Association; the National School Boards Association; Eastern Kentucky University; the National Education Association; the United Brotherhood of Carpenters and Joiners of America; the Coalition for Professional Organizations Concerned with Vocational Home Economics Education; the American Home Sewing Association; and the Washington State Advisory Council on Vocational Education. (MN)

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ED237769

EXTEND THE VOCATIONAL EDUCATION ACT

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

H.R. 14

TO EXTEND THE AUTHORIZATION OF APPROPRIATIONS UNDER THE VOCATIONAL EDUCATION ACT OF 1963

HEARINGS HELD IN WASHINGTON, D.C.,
ON MARCH 17; MAY 18; AND JUNE 14, 1983

Printed for the use of the Committee on Education and Labor

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EXTEND THE VOCATIONAL EDUCATION ACT
(Consumer and Homemaking Education and Vocational Education Paperwork)

THURSDAY, MARCH 17, 1983

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:20 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives, Perkins, Goodling, and Gunderson.

Staff present: John F. Jennings, counsel; and Nancy L. Kober, legislative specialist.

[Text of H.R. 14 follows:]

98TH CONGRESS
1ST SESSION

H. R. 14

To extend the authorization of appropriations under the Vocational Education Act of 1963.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1983

Mr. PERKINS (for himself and Mr. GOODLING) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To extend the authorization of appropriations under the Vocational Education Act of 1963.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 102(a) of the Vocational Education Act of 1963 is amended by inserting immediately after "fiscal year 1982" the following: "and for each succeeding fiscal year".

(b) Section 102(b) of such Act is amended by inserting immediately after "fiscal year 1982" the following: "and for each succeeding fiscal year".

(c) Section 102(c) of such Act is amended by inserting immediately after "fiscal year 1982" the following: "and for each succeeding fiscal year,".

(d) Section 102(d) of such Act is amended by striking out "each fiscal year ending prior to October 1, 1982," and inserting in lieu thereof "each succeeding fiscal year".

(e) Section 105(f)(1) of such Act is amended by inserting immediately after "fiscal year 1982" the following: "and for each succeeding fiscal year".

(f) Section 162(c) of such Act is amended by striking out "the fiscal years ending prior to September 30, 1982" and inserting in lieu thereof "the succeeding fiscal year".

(g) Section 183 of such Act is amended by inserting immediately after "September 30, 1982" the following: "and for each succeeding fiscal year".

(h) Section 192 of such Act is amended by inserting immediately after "fiscal year 1981" the following: "and for each succeeding fiscal year".

○

Chairman PERKINS. Let's come to order. We welcome all you here today. We have had quite a struggle to hold our own, in funding for home economics, and we have gone backward a little since 1981. But I can assure you that I am going to carry on for you, for home economics. We will keep working with you like we have all through the years and we want to make sure that we retain the line item funding for consumer and homemaking education.

We'd like to welcome you all here this morning. I'm delighted to have you here. Any way that I can help you with this situation I will. We want to give you as much time as we can and hear as many of you as possible.

You may want to talk to your Congressman, every Congressman in the country if possible, but at least the Congressmen and Congresswomen who represent you, to make sure that each Member is aware of the appropriations situation. We want to do the very best we can for you.

[Applause.]

Chairman PERKINS. This morning the Subcommittee on Elementary, Secondary, and Vocational Education is conducting an oversight hearing on the Vocational Education Act.

We have two purposes this morning. First, we will hear testimony on vocational education paperwork from our colleague, Congressman Kent Hance from Texas. Is he here yet, Congressman Kent Hance? Well, we will go ahead.

Then we will hear from a panel of witnesses who will discuss the consumer and homemaking education program under the Vocational Education Act.

Now, I am going ahead with the panel and if Congressman Hance from Texas does come in we will interrupt you just for a few moments. The panel consists of Mr. Joe D. Mills, State superintendent of vocational education, Florida Department of Education, representing the National Association of State Directors of Vocational Education and American Vocational Association; Mrs. Yvonne Ferguson, State director, West Virginia Department of Education; and Mrs. Camille Bell, Home Economics Department, Texas Tech University, chair, Coalition for Home Economics.

Let the entire panel come around. Take your seats at the table and let me welcome all of you here. I will take you as you are listed. We will hear from you first, Mr. Mills.

STATEMENT OF JOE D. MILLS, STATE SUPERINTENDENT OF VOCATIONAL EDUCATION, FLORIDA DEPARTMENT OF EDUCATION, REPRESENTING THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION AND AMERICAN VOCATIONAL ASSOCIATION

Mr. MILLS. Thank you, sir.

Chairman PERKINS. Go right ahead.

Mr. MILLS. Mr. Chairman, it is a pleasure to be here. As I well recollect, I have had some association with you over the years, once, as a local director when I went to your part of the country to give you an award from the local directors, in about 1964. Since that time I have stayed within vocational education and my present role, sir, it——

Chairman PERKINS. Where was that? Paintsville, Ky.?

Mr. MILLS. Paintsville, Ky., sir.

Chairman PERKINS. I thought I remembered it.

Mr. MILLS. George Ramey was director at the center, sir. And, I will never forget that because you talked to the folks about a project that you had on the Big Sandy that you wanted them to be supportive of. Am I right on that, sir? I remember that very well. [Laughter.]

Chairman PERKINS. You were right there. [Laughter.]

Mr. MILLS. It was the cold of winter that I went up there, I remember.

Today, sir, I am speaking on behalf of the American Vocational Association of which I am president-elect, and for the National Association of State Directors of Vocational Education of which I am the president this year.

I would like to read these statements, Congressman Perkins, so that I can be right on line with what I need to say, sir.

Chairman PERKINS. Without objection, all the prepared statements will be inserted in the record. Just proceed in any way that you want.

Mr. MILLS. Thank you, sir.

As Congress moves to reauthorize the 1963 Vocational Education Act it is essential, sir, that an important component of this legislation, consumer and homemaking, receives special attention and support. The programs contained in this category have played an important role in our Nation's society in the past and need to play a vital role in the future.

In my remarks this morning I would like to briefly discuss some of the kinds of skill that families will have to have to live successfully in today's and tomorrow's world and tell some of the things family focused home economics programs are responding to.

The following, sir, are observations that reflect on the future need of individuals in society for consumer and homemaking education. We know that homemaking is a rapidly growing occupation that is involving all individuals. Almost half of all females are full-time homemakers, and increasing numbers of males are full-time homemakers and all other males and females are engaged in the dual role of homemaker and wage earner.

Management skills are particularly critical to the success of the dual role. I see that in my own family with four children and five grandchildren. Homemaking more directly determines the quality of life, the happiness and success of individuals than in any other occupation and homemaking more directly determines, I feel, the future status of the society than any other occupation we have.

In this information age, more wage earner endeavors will operate out of the home, thereby demanding increased home management skills. For example, individuals may need to go to an office at infrequent intervals with a day-by-day function being performed through technology in the home. The home will become a setting for work other than homemaking and consideration must be given to the physical setting as well as the managenent of independent and shared resources such as time, energy, space, economics, and other material resources.

In this society of ours of high technology and the high touch that we are talking about, our human skills will become increasingly important. Although the home will incorporate more and more technology for information in management purposes, it must also provide a sanctuary for the escape from the pace and the abrasion of the outside world and an environment for renewal of resources.

As the society becomes increasingly competitive, children must be taught to compete. However, learning and practicing cooperation becomes equally important as individuals develop techniques of teamwork so vital to a satisfying home life as well as to a productive business or industry. As our economy becomes increasingly global and interdependent, young people must learn the skills associated with economic decisions and consumer choices at an early age.

Developing goals, identifying objectives, and establishing priorities all contribute to wise decisionmaking. I think that such instruction is emphasized in consumer and homemaking education and is initially learned in the home. It is in the home that economics is first taught.

I had a little experience the other night. We have a 2-year-old grandson, and I was interested in the fact that we were teaching him to count, and we gave him 20 pennies and that little rascal could count up to 20. So, I know that we have been teaching something in the home. And as I see some of the work that's being done in our child care and development programs, I see these kind of things coming down from the schools to us who are in the family.

Now, as local and national trends place greater emphasis I think on long-range planning, it is necessary that families manage their resources accordingly. It is vital that children learn early in life that instant gratification is not always necessary or even beneficial.

Families need to stress the value of long-range planning for education, vacations, fulfillment of material desires with a healthy measure of work added to provide realistic meaning to such plans.

As individuals increasingly are rejecting the overwhelming cost of institutional services, they are returning to the traditional support services of the home and family, health care, education, economic investment, food, clothing, shelter, entertainment, and others.

I think the term "voluntary simplicity of the life" is providing a real challenge to many individuals today. Consideration should be given to the impact of such decisions on the economy as well as on consumers. For example, public education could not survive a massive return to home-based or private education.

As greater numbers of persons are living longer in retirement, more hours are spent in the home as a family setting which must provide for the physical, emotional, social, intellectual, and economic needs of family members. Many of these retirees are homemakers that require additional education for the new life style. As consumer products grow in quantity and diversity, consumers must insist upon quality and durability from producers. This has called for educated and responsible consumers.

How, as networking becomes the predominant universal process in both economic and social affairs, as well as in the political world

as opposed the hierarchical pyramid structure of operation, the home and the family, the institution with the major responsibility for perpetuating the culture, self-esteem, and respect for others as key elements in a prevailing integrity will be essential to both physical and mental survival.

It is in the family, whether as a child, as you, or an adult, that individuals acquire and practice fundamental physical, social, intellectual, economic, and aesthetic skills. For example, the impact of prenatal, infant, and childhood nutrition, on one's lifelong body composition, health, physical appearance, and productivity, is well established. Yet millions of women continue to be uninformed of such facts as they bring children into the world.

One's earliest experience observing family members reading, being read to, enjoying books with graphics appropriate to developmental task or level, experiences on environmental, to reading and acquiring a desire to read are critical factors in developing communication skills in public schools. In addition, the family is a support system that assures the students of the resources vital to achievment in school would greatly reduce the spiralling cost of educational remediation.

As children observe parents at work, enjoy work as childrens' play, assume gradual work responsibility, and receive appropriate remuneration for work, they are in a process of career development.

Sidney Harris one of the Nation's foremost syndicated writers, entitled a recent editorial "Quality Education Begins at Home" stating:

> So many families are concerned about the quality of education their children are getting at school yet provide no creative or mental stimulation in the home, which is far more decisive in shaping the child's later interests and habits.

Perhaps one of the most critical concerns ever to face the society will be that of regarding the elderly in the very near future. A declining population precludes sufficient resources to adequately provide for the bulky aging group, and yet this generation is taking for granted a fulfilling retirement. Population decisions have always been important to young people. But previous generations have not had the alternatives that are available today. Yes, responsibility for the future generation continues to be very real.

Sir, in our experiences in Florida in my working with the consumer and homemaking group, I can think of just so many positive things that have taken place over the years as a result of the Federal dollars. I guess I could enumerate those but thay might wish to come out in some questioning.

I would like to point out to you a statement that was agreed upon by a group of educators in Columbus, Ohio, not too long ago, that is the American Association of Community Colleges, the American Association of Community College Trustees, AVA, and the State directors. We said that the consumer and homemaking education grants will be used to improve and upgrade programs which prepare both males and females for the occupation of homemaking and initiate and sustain outreach programs for special population groups. Six social and economic concerns will be given priority: Energy use in the home and personal activities, family eco-

nomics and consumer behavior, nutritional status, parenthood, family violence, and aged family members.

Those conclude some of the prepared statements, Congressman Perkins, that we put together. I don't know whether you want me to continue to elaborate on the very fine programs we have in our State. I think we do a good job down there.

Chariman PERKINS. Thank you.

Mr. MILLS. But I'll close right there. Usually I don't have a very good closing on something like this so I'll stop right now and wait for the applause later. [Laughter.]

[Prepared statement of Joe D. Mills follows:]

STATEMENT OF JOE D. MILLS, PRESIDENT-ELECT, AMERICAN VOCATIONAL ASSOCIATION, AND PRESIDENT, NATIONAL ASSOCIATION OF STATE DIRECTORS

Mr. Chairman and Members of the Subcommittee, I am Joe Mills, State Director of Vocational Education in Florida. Today, I am speaking on behalf of the American Vocational Association of which I am president-elect and for the National Association of State Directors of Vocational Education of which I am president.

As Congress moves to reauthorize the 1963 Vocational Education Act, it is essential that an important component of this legislation Consumer and Homemaking, receive special attention and support. The programs contained in this category have played an important role in our nation's society in the past and need to play as vital a role in the future.

Home Economics began in the United States in times very like the present. The Industrial Revolution was transforming society and having profound effects on homes and families. The early founders were concerned that the well-being of these human institutions was not being considered in the changes that were sweeping the workplace and the lives of people involved. The words of Caroline Hunt describe the mood that guided the field's early leaders:

"The form of the home was being gradually but surely changed not however, because of intelligent direction from within, but through pressure from without. The thoughtless were content to allow the changes to proceed, lead where they would, but the wise were anxious."

Today, equally profound changes are confronting the home just as certainly as the workplace. As it did sixty years ago, Home Economics helps people use these changes to promote the interests of their homes and families. In its support of the Consumer and Homemaking title of the Vocational Education Act, the federal government indicates that strong families are indeed a national priority, as essential to the nation's welfare as are national defense, a healthy economy, and full employment.

In my remarks this morning, I would like to briefly discuss some of the kinds of skills that families will have to have to live successfully in today's and tomorrow's world and tell some of the ways family-focused home economics programs are responding. I want to tell what happened when support for Consumer and Homemaking was drastically cut a few years ago and what is planned when a small portion of this support is to be reinstated this July. Finally, I will make suggestions for the legislation and funding level of the section of the Vocational Education Act that deals with family-focused Home Economics.

FAMILIES' NEEDS FOR TECHNICAL SKILLS

Being able to master the "how to's" will be more important than ever to modern families. How to plan and prepare nutritious meals, manage resources, select housing, and provide for clothing needs are challenging tasks when new forms of each arise monthly, alternatives and combinations multiply, and time and energy are at a premium.

As is true of the workplace, technology has entered the home, bringing with it new appliances, communication tools, educational and entertainment machines. Someone recently commented that we will soon be able to work, play, learn and stay at home with integrated home information appliances. Smart homemakers will be able to use these tools to balance budgets and maintain records as well as to plan meals and receive feedback on nutritional adequacy.

However, although technological advances will simplify home life in many ways, they will also make it more complicated in others. Being able to weigh alternatives,

whether they are many or few, and making decisions will be more essential than ever. These concerns involve families of all income levels and may deal with stretching $10 over a week for food as well as deciding which micro-wave to buy. All families need the skills to set a balance between conserving and consuming and to find ways to maintain that balance.

Home Economics programs recognize that knowing how to do something is important. They have helped people acquire many different skills in many different settings. In Minnesota, St. Paul's newest immigrants, the Hmong, gather in small groups to learn homemaking skills in the apartment of a Public Housing Project. Their young children also enjoy an educational program in the adjoining Community Center. Several activities are planned for parents and children together.

In Kentucky, new programs for secondary students and adults incorporate the micro-computer. Participants learn the computer's potential for keeping financial records and calculating special nutritional needs.

In Michigan, Consumer and Homemaking funds are used to recruit and support displaced homemakers as the first step in career selection and preparation. In addition to building general self-confidence in the participants, the programs develop the managment skills necessary to handle both a home and job and to make the most of money earned.

FAMILIES' NEEDS FOR INTERPERSONAL SKILLS

Often the customs, traditions, and prescribed relationships that guided family living in the past are no longer there in the mobile, fast-paced, irregular life styles that characterize American life today. Individual families and the people within them are required to create their own support systems and stability while conditions are shifting both within and outside the family.

New family structures and life styles have changed the American home. More children are being raised in single-parent homes. The number of births to unwed teenagers has jumped significantly in the last decade. In two-parent homes, increasingly both adults are employed. Yet, the home still remains the most basic source of support for adults as well as children. For children, it provides the foundation for all learning; the first five years of a child's life, before he or she enters the educational system, form the critical base for all future learning.

Outside forces seldom remain outside when families are concerned. Unemployment, inflation, and changing economic policies become a part of everyday life. Michigan home economics speak of their "dislocated families," hundreds of thousands of families suffering when one or more of their members lose jobs and hope. Demographic trends become more than mere figures when families have to decide what to do with grandpa who can no longer care for himself. All of these situations require strong families with members who can work together to overcome daily problems.

Again, home economics programs have responded to these needs. In Kentucky, parents who are in danger of losing their children to the courts are referred to home economics family education programs. In addition to providing support for these parents, the groups help them develop skills for handling everyday problems dealing with their children and for making the physical and emotional environment of the home more healthy for all.

Kentucky's, as well as other states', home eocnomics programs work with women in prison. In one of Kentucky's programs, inmates explore how to maintain relationships with their separated children. The women also examine their own needs and formulate future plans.

In Michigan, a program severely cut by the reduction in federal resources three years ago worked with incarcerated youth in the Children's Village Retention Center. Learning experiences included activities designed to develop productive means to deal with relationships, cope with stress and crisis, and mediate family differences. The teens participated in small peer groups to learn ways of interacting with others that could be transported to different settings—such as their own families.

FAMILIES' NEEDS FOR POLITICAL SKILLS

Families need help to cope witht he problems that face them; however, they also need skills to make the changes in situations that do not contribute to their well-being. Some families feel helpless to cope with conditions they feel beyond their control.

Some European countries such as France have Departments of the Family, cabinet level positions that serve to protect the interests of the family in public policy

and particular legislation. The United States has not chosen to recognize the family at this governmental level and part of the explanation is no doubt that we value the autonomy and privacy of families. However, the situation only emphasizes the importance of strong, aware families that have the skills to make the social system responsive to their well-being.

These skills are found in consumers who know how to protest unfair business practices and insist on their rights. They are found in parents who organize and mobilize support for quality child care programs. They are found in single parent mothers who use the system to demand equal pay in order to raise their children.

Contemporary home economics programs realize that families need to feel that they can make a difference and should be given the tools to do so. Curriculum projects funded largely with federal monies in Wisconsin, Minnesota, Ohio, and Pennsylvania ask teachers and students to (1) examine situations carefully, (2) determine how they came to be the way they are, and (3) generate ways to make them better.

Programs for the elderly in Kentucky and New York help develop consumer skills, including ways to avoid fraudulent business schemes.

WHAT WILL BE DONE WITH THE ADDITIONAL $2.5 MILLION FOR FISCAL YEAR 1983

In 1981, Consumer and Homemaking programs took a massive cut in funding—equivalent to 30 percent. Last Fall, in a supplemental funding bill, Congress appropriated an additional $2.5 million for the programs for fiscal year 1983. We decided to take an informal poll of selected states to find out their plans for using the "extra" monies.

First, almost all the home economics supervisors from the states polled said that large program cuts had been made when the monies were reduced. New York, California, Ohio, and Michigan reported that the fiscal year 1983 funds would be used to reinstate some, but definitely not all, of these. These programs are typically the ones that the N.I.E. Study mentioned as having risen from the 1976 VEA—specifically, outreach programs to special populations.

Ohio plans to reinstate some of its Family Life Education programs that reach the disadvantaged in urban housing projects and in the rural Appalachian regions. These programs are particularly designed to reach young parents and to teach them homemaking skills as well as to develop healthy parent-child interactions. The programs have been funded on a 90 percent federal—10 percent local match and have been greatly reduced.

Kentucky will use some of its funds to offer programs again for the elderly in senior citizen homes and to serve other special groups such as pregnant teens and displaced homemakers. New York will be able to provide some of the extra support services, such as child care, which are necessary for parents in low income areas to participate in programs.

States also mentioned that they would use the funds for upgrading teachers. Pennsylvania, Kentucky, and Ohio will be offering instruction in the micro-computer's use in the home. These states will also provide in-service instruction to give teachers background in new classroom curriculum.

States such as Michigan, Ohio, and California emphasized that the little additional money was good but not nearly enough to do what needed to be done. Michigan would like to offer programs for the displaced families of unemployed auto workers, but probably will not be able. Ohio would not only like to reinstate, but also to expand, its successful Family Life Education program—but knows that will not be possible. New York looks to New York City and sees enormous needs for services and support.

Kentucky related that some of the programs initiated with federal funds were taken over by other funding sources when VEA monies were cut. However, the federal funds had provided the seed money for the development of the programs and this was no longer possible. Home economics was the only program that looked at the family as a whole and thus was in a unique position for determining needs and developing programs.

What is striking about these plans for the use of fiscal year 1983 federal monies is that few include putting them into the maintenance of traditional in-school programs, as was criticized by the N.I.E. Study. The programs that are being hurt most by federal cuts are those outreach programs for special populations and those designed to upgrade teachers. The cost of these cut will be hard to determine for decades to come.

RECOMMENDATIONS FOR REAUTHORIZING THE VOCATIONAL EDUCATION ACT

Because of the great need for support and instruction by families and because of the proven effectiveness of the home economics structure, we advance the following recommendations for that part of the reauthorized Vocational Education Act labeled Consumer and Homemaking:

1. Consumer and Homemaking Education should remain a separate component with an authorization and clearly defined purposes. Consumer and homemaking is unique in its need for added support from federal funds. It has its own goals and responds to different needs than does the other programs in the VEA.

2. Consumer and Homemaking Education funding should be to extend, expand, and improve Consumer and Homemaking Education Programs for males and females at all instructional levels in light of successful practices, assessed needs of the population, changing needs of the family, and national priorities for populations and areas of concern.

3. Priority for federal funding should go the Consumer and Homemaking Education programs that address:

Energy use in the home;
Family economics and consumer behavior;
Nutritional needs and filling them;
Parenthood;
Family crisis;
Aged family members.

4. Federal funds should help focus Consumer and Homemaking programs toward needs and services required by special population groups including:

The aged;
Economically and socially disadvantaged families in depressed areas;
School-aged parents;
Displaced homemakers;
Incarcerated individuals.

Many of the innovative outreach programs for adults will need federal funds to sustain them.

5. Federal funds should increase opportunities for enrollment in postsecondary programs. Increased emphasis in federal funding should be given to adult program in Consumer and Homemaking Education.

6. Federal funds shall assist to improve and expand support services for Consumer and Homemaking Education which include:

Teacher education;
Curriculum development;
Research and dissemination;
Supervision, administration and leadership;
Program evaluation and technical assistance;
Profession development.

7. Federal funding should be restored to at least 1980 level with adjustment made for inflation.

Chairman PERKINS. You made an excellent statement. The next witness is Mrs. Yvonne Ferguson, West Virginia Department of Education. Identify yourself and go ahead.

STATEMENT OF YVONNE FERGUSON, STATE SUPERVISOR OF HOME ECONOMICS, WEST VIRGINIA DEPARTMENT OF EDUCATION

Mrs. FERGUSON. OK. I am Yvonne Ferguson, State supervisor of home economics education, West Virginia Department of Education.

Mr. Chairman and members of the subcommittee, I really appreciate the opportunity to discuss some of my ideas concerning the proposed reauthorization of vocational education including consumer and homemaking education.

You know it's really important to understand how the Federal dollar is spent on consumer and homemaking education in the States. The Federal dollar is the catalyst that makes change

happen. It is used to initiate new and innovative programs directed toward national priority. It is used for State administration and leadership, research, exemplary projects curriculum development, and training activity.

In Michigan, Federal money was used to completely redesign the secondary program to focus on consumer education, parenting, nutrition, and resource management as a direct result of the legislation.

In Illinois, adult consumer and homemaking programs for low-income adults were conducted with emphasis on consumer management skills where 78 percent of the families served were from minority groups.

In Arizona, 18 competency-based consumer education programs were initiated for inner-city, Indian reservations, and small town and rural areas with high Mexican-American populations, assisting them in understanding the economy and employability.

Migrant families in the Portland, Oreg., area are reached with consumer and homemaking programs through the use of a mobile instructional classroom which is moved from camp to camp along with a teacher and a bilingual aide and instructional materials.

In Maine, both male and female prison inmates may elect consumer and homemaking classes. Several lives have been changed through this program.

In some areas of Texas, parents of children in federally subsidized day care centers are required to take consumer and homemaking classes that focus on nutrition education and child development concepts.

Right now the economy is in difficulty in my home State of West Virginia. Last month's unemployment figures were just released, showing that West Virginia continues to top the list of States with 20.4 percent of the workers unemployed. And in some of the southern coal mining counties the rate is even higher.

Chairman PERKINS. I see—let me interupt you—Congressman Hance has just come in. Sit down by your fellow Texan there, Mr. Hance. Go right ahead. We welcome you here this morning and you qo right ahead with your statement.

Mr. HANCE. Mr. Chairman, thank you very much. I apologize for being a little late but I was visiting with about 200 youngsters from a high school in my district, all potential voters and very fine outstanding young people. [Laughter.]

I did want to shake their hands at least once.

Chairman PERKINS. All right.

Mr. HANCE. Mr. Chairman, I would like to say a special thanks to you and the distinguished members of this committee for the opportunity to testify this morning. I realize and appreciate the job that you and your colleagues have done and I know that you agree with me that the main thrust of any Federal program for education is to provide teacher and students with the means of a productive learning experience.

I can also understand Mr. Chairman, the need to monitor the use of Federal spending designed to aid our education process. But I think that you would agree with me that the examples that I'm about to give you do not reflect positively on the laws and the rules

and regulations that we have burdened our educators with during the past decade.

My first example, Mr. Chairman, involves educators in a small community in the Texas panhandle by the name of Happy, Tex. They received a grant of $354 for a vocational education class, one class that met an hour each week. I know the taxpayers outside of that area and included in that area would be glad to learn that the Federal Government carefully monitored the spending of every penny. The school district was required to spend more than 60 hours filling out an evaluation form that numbered more than 100 pages.

The final report was more than 1 inch thick and cost more than the $354 grant from the Federal Government. The evaluation required 11 meetings involving 10 people.

I'd like to share with you part of a letter I received from Mr. Harley McCasland, the superintendent of the school. He said:

> We do not disagree with anyone evaluating our programs, but when it takes our teacher away from her class and uses her preparation time, plus requires her to spend quality family time away from her young family, then we need to restructure the evaluation instrument in a more realistic form and manner. I hope you will make some inquiries as to the rationale behind such an evaluation and the excessive taxpayer funds that have been wasted.

I think that he hit the nail on the head, Mr. Chairman. Our educators have a big enough responsibility in educating the youngsters. Government should help and not hinder that process.

My second example comes from Slaton, Tex., a community in my district where the school superintendent had to answer more than 500 questions on a questionnaire designed to evaluate 4 different job descriptions of teachers involved in vocational education counseling in their school district.

Two of the job descriptions were not applicable to the circumstances and the counselor had been responsible for vocational education counseling of only six students in 2 years.

The school superintendent summarized his experience thusly: "Not one activity associated with the evaluation form had any sort of positive impact on the operation of that counseling program."

I know, Mr. Chairman, that you've fought long and hard against legislation that creates the very examples I've just given. You know probably better than I, that we have a serious problem with the amount of work imposed on our teachers and administrators in the name of the Federal bureaucracy.

The good folks in these communities are just two examples of the situation that exists in education today. I would urge this committee to seriously study the problem and focus the attention of the regulation writers on the impact of their demands.

You can rest assured, Mr. Chairman, that I'll support your continued efforts to bring a more reasonable approach to the paperwork dilemma we face in education today. And lastly, I'd just like to say in following you and your committee, the one thing, especially on vocational education which has always been very dear to me and to you, that vocational education teachers and counselors work extremely hard in training students to the point that they can get jobs.

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I would put vocational education in this country up against any other program. I've always said, and I don't want to make anybody mad about CETA, but I've always said that if we had half the money in vocational education that CETA had had, we would train 100 times the amount of people that CETA has been able to train.

The paperwork is one thing that does concern us, but I think the main reason educators need relief from some of the paperwork is so they can go about the business of fully utilizing the funds that Congress grants them. And, Mr. Chairman, I appreciate the work that you've done in making sure that those funds weren't cut anymore than they were. I think there is no doubt vocational education is the best investment that we make with taxpayers' dollars.

Thank you very much.

Chairman PERKINS. Let me congratulate you, Mr. Hance. You have been one of the better supporters of vocational education, all aspects of it, since you came to Congress. We all appreciate that. And I think you made an objective statement that we must do something about all this extra paperwork.

Congressman Goodling and I have tackled that problem on three or four different occasions. We have called the Secretary up here about paperwork and regulations and we even voted to disapprove some regulations. We'll carry on the fight here that you have suggested. You've made an excellent statement.

We appreciate you and I know that you have got a lot of your fellow Texans here this morning. Ladies, you can go back home and say that you've got a great Congressman. That's the way I feel about you. Mr. Goodling?

Mr. GOODLING. Thank you. I, too, want to thank you for coming before the committee this morning. I suppose you just went from the floor of the House last night and came right over here.

Mr. HANCE. I shook hands with all those students first. [Laughter.]

Mr. GOODLING. That's good. I agree with what you are saying, in the technical amendments that we had passed last year and then the President vetoed, we have them coming back now in chapter 2. We, as a matter of fact in there, say that if you have a small grant, you only get evaluated once in 5 years, which at least eliminates all the paperwork in between that particular time because it's kind of foolish—maybe it's foolish to send a grant of $300 somewhere. I'm not sure what you can do. It would be better to buy a little equipment with it, I suppose. But that's what we're trying to do in those technical amendments and it's the kind of thing that, as the chairman said, we're trying to do in all education programs.

Chairman PERKINS. We'll go back now to Mrs. Ferguson from the West Virginia department. Go right ahead, Mrs. Ferguson.

Mrs. FERGUSON. OK, Mr. Chairman. At the point I was cut off, I was talking about the unemployment situation in the southern counties, coal mining counties, which I assume is also true of those in your district.

I think we all understand a little bit about the unemployment rates and what they mean, especially to the economy of the State and Nation. But how well do we understand the impact on the individuals and families involved?

As I recently visited a consumer and homemaking program in a small school in one of the coal mining areas, the teacher told me how she was using a new curriculum to emphasize how to deal with fighting parents, how to eat better with very little money, how to adjust to not having what you were once accustomed to having, how to adjust to several families living together in limited housing, especially when you have to share your bed with a grandparent, how to deal with abusive parents when you or your brothers and sisters are the victims, and basically, how to apply positive coping strategies to a very negative living situation.

You see, Federal moneys made possible the development of the curriculum and the extra training of this teacher to be able to deal with this current situation.

As the productivity crisis has arisen in the United States more attention has been focused on the interrelationship between work and homelife. What happens between the hours of 8 and 5 influences the family and, by the same measure what happens at home does affect productivity at work.

Work and family do not function in isolation, but are fully integrated. When difficulties occur in either job or marriage, performance correspondingly deteriorates in the other. The increased number of dual-income families and single-parent families tends to magnify this relationship.

Consumer and homemaking education also contributes to productivity in several indirect ways. For example, good nutrition contributes to optimal health as well as in avoiding serious illness. All too many people operate at a subnormal level because of poor diet. Lack of resistance to infection and low energy level contributes to lost productivity but are seldom associated with poor nutrition.

In addition, many of the skills learned in consumer and homemaking education are transferable to the workplace. Major contributions include skills in time, energy, and money management, decisionmaking, and human relationships. One of the leading causes of employees losing jobs is the inability to get along with fellow workers.

A basic skill taught in consumer and homemaking education does not train directly for paid employment; specific skills in content areas are applicable to appropriate job markets. Transferable skills in the area of food should certainly be used on the job in the food industry.

The Department of Labor estimates that there will be a need for an additional 800,000 fast-food workers and kitchen helpers in the 1980's compared to 150,000 new computer programers projected for the same period of time.

Even in this age of technology we must be realistic. Home economics programs are the only public education programs that are directed to improvement of workers' quality of life, which has an important influence on individual job satisfaction and optimum productivity.

And when one reads subpart V of the Vocational Act of 1976, the enormous task assigned to consumer and homemaking education is evident. It is to serve all levels, place emphasis on content areas that are national priorities, and meet the needs of a wide range of target populations.

Home economists believe in this legislation and agree with the intent of Congress. We know we cannot cure all the problems of this society. But, we also know the potential we have and the responsibility we must assume to make a positive contribution to consumer and homemaking education is an appropriate Federal role.

It is necessary to provide equity and freedom of access to assure quality of programs, provide national and State leadership, and encourage research and exemplary activities for improvement. As one reviews legislation and appropriation it becomes quite clear that consumer and homemaking education has been asked to do too much with too few dollars.

The mandated study by the National Institute of Education supports this statement by concluding that funding was inadequate to carry out the intent of subpart V. With the breadth and depth of the consumer and homemaking program, please consider adequate funding to enable us to do the job expected.

A consensus of those in the profession indicates that $100 million will be needed in fiscal year 1984.

Mr. Chairman, on behalf of the State supervisors, as well as other vocational home economics education, I am making the following recommendations for the reauthorizing legislation, that I believe would strengthen, clarify, and provide additional flexibility for consumer and homemaking education at State and local levels.

The new legislation for consumer and homemaking education should be clearly identified as a category. Funds should be used solely for consumer and homemaking education as described in the legislation. The legislation should remain flexible enough to meet needs within the State.

These needs should be reflected in the State plan with the State home economics leadership providing expertise as an integral part of the State planning process. The legislation should require the employment of personnel qualified by experience and preparation in home economics at Federal and State levels. Achievement of the purposes of this subpart are dependent on competent leadership at these levels.

Special consideration should be given to national priorities and current and emerging concerns of society. I highly recommend that consumer and homemaking education, as an integral part of vocational education, be retained as a specific category in the authorization.

I believe in consumer and homemaking education, Mr. Chairman. I believe in its potential to impact on the individuals and family, males and females, on the home and the workplace. We cannot afford to bypass investing in the future, including consumer and homemaking education.

Chairman PERKINS. Thank you very much. Ms. Camille Bell. Go ahead, Ms. Bell. Delighted to welcome you here.

STATEMENT OF CAMILLE BELL, HOME ECONOMICS DEPARTMENT, TEXAS TECH UNIVERSITY, CHAIR, COALITION FOR HOME ECONOMICS

Ms. BELL. Mr. Chairman, members of the subcommittee, I am Camille Bell, a professor and chair of home economics education at

Texas Tech University. On behalf of the field, we wish to express our deepest appreciation to you for your excellent support of consumer and homemaking education through the years and we certainly appreciate the opportunity to testify today on behalf of consumer and homemaking education.

Today, I am representing the Coalition of Vocational Home Economics Educational and Professional Organizations. These organizations are the American Vocational Association, the American Home Economics Association, and the Home Economics Education Association, which is an affiliate of the National Education Association. They represent approximately 90,000 members.

Now, one of the major purposes of this coalition is to unify the efforts to further consumer and homemaking education. For the past 2 years, this coalition has been working on legislation specifications for the impending reauthorization of the Vocational Act of 1963. As you remember, we were told to get our act together the next time around.

And so, in order to keep the professions unified, these specifications have been approved by the governing bodies of all three organizations. I have presented all of the key ideas for each section of these legislative specifications and also the rationale for our thinking behind our proposing each section. Of course, in my oral testimony, I will be able to hit only a few points.

But the first thing we addressed was the fact that we did want a categorical funding. The specifications state that consumer and homemaking education should remain identified clearly as a category in any proposed reauthorization for vocational education.

The reason for this request is that consumer and homemaking education is the most unique facet of all vocational education. It prepares for the occupation of homemaking. Now, we have heard this morning that the occupation of homemaking is now considered a legitimate occupation. It's been included in the Dictionary of Occupational Titles and it has been assessed an economic value in a number of courts. The highest, I believe that I have read, has been $40,700 annually.

However, in spite of all of this, it is still an unpaid occupation, on the whole. And there are many policymakers who do not recognize an unpaid vocation as being a part of vocational education.

Now, we have been told by some of the policymakers, "Why don't you lobby at the State and the local levels?" Well, we certainly intend to do that, but with the rapid turnover of some of the State directors and some of the administrators of schools, they may not know exactly what we mean that consumer and homemaking education is a part, a vital part, of vocational education.

Therefore, we believe that categorical funding in the vocational education reauthorization bill becomes visible as evidence that national policymakers perceive the uniqueness of consumer and homemaking education and its value in preparing individuals for the occupation of homemaking and to creatively cope with the complexities of life.

Categorical funding also provides direction at the national level for the priorities to be addressed. Without this specific Federal role, national priorities could be ignored by some States and local

schools, thereby weakening one of our greatest national resources, the family.

The coalition also believes that new legislation should provide grants to States which shall be used to extend, expand, and improve consumer and homemaking education in light of successful practices, assessed needs of the population, and the changing needs of the occupation of homemaking.

Certainly, we could say that consumer and homemaking education is the most dynamic educational program in existence. The occupation of homemaking is affected by the economic, social, political, and technological status of our country.

Therefore, it is in constant need to find new ways of approaching the increasing complexities of life. These are skills required from the occupation of homemaking that need upgrading. On the other hand, there are some certain basic principles that continue to be true and must not be lost.

Therefore, consumer and homemaking education teachers must have help in assessing the needs required by the occupation of homemaking. As problems are identified, strategies must be developed to educate individuals how to prevent the problems rather than trying to cope with them after they have developed.

An example of preventive education is to teach families the principles of family economics and effective consumer practices before they have to declare family bankruptcy.

The funds, we believe, that we have thought should be used solely for consumer and homemaking education, instructional programs, and support services. We feel that all of the areas of home economics should be identified in the legislation because home economics is a discipline that utilizes the basic principles from all disciplines and applies them to day-to-day living.

Its uniqueness is the interrelatedness of all of its six program areas listed above. A synthesis of these areas is necessary to achieve a well-ordered, quality home and family life.

In my written statement, I have given some actual experience.

Chairman PERKINS. Without objection it will be inserted in the record.

Ms. BELL. OK; fine.

Chairman PERKINS. It will be inserted in the record. Go ahead.

Ms. BELL. Fine, fine.

And then we have, we would like to go briefly over some of the hierarchies that we feel are coming up and family economics and consumer behavior, interrelatedness of home and work, families in crises, parenthood, aged family members, and nutritional status and resource conservation.

Mr. Chairman, if I have time, could I give a few examples of a study that we are conducting in Texas on the effectiveness of consumerism and homemaking?

Chairman PERKINS. Go ahead.

Ms. BELL. All right.

We are very proud of this study in Texas. It is funded by the Texas Education Agency and it is really studying the effectiveness of consumer and homemaking that starts back with graduates of 1976, 1977, 1978, 1979, and 1980. And we have issued the questionnaires to 3,000 former students from all geographic sections of the

State and from various-sized schools which have been randomly selected. So far, we have 600 questionnaires returned and they have been extremely favorable in the effect that consumer homemaking education has had upon their lives.

We have also conducted telephone interviews, randomly selecting 10 percent of these former students. A Hispanic female, a 1977 graduate, stated,

I learned leadership skills through homemaking and Future Homemakers of America. These have been very helpful in my work.

A black female, a 1979 graduate, said,

I was never good in the kitchen until I took consumer and homemaking education and there I learned how to cook and what was nutritionally important for me to eat.

A white female graduated in 1980 said,

Consumer and homemaking education helped me with my personal finances. Future Homemakers of America was helpful in leadership development.

A black male who graduated in 1977 said that

Consumer and homemaking education gave me a better understanding of managing my money. It also helped me in selecting clothing to meet my needs. Child development helped me during my employment at Big Springs State Hospital, which is a mental hospital in our area. I hope I work with adolescent children in their development, growth, and behavior.

It goes on and on. A black female graduated in 1978 said,

I own my own business and the knowledge I gained from consumer and homemaking has helped me manage my company.

All of these statements, the entire statements, made by the former students thus far in this study help substantiate that consumer and homemaking education has been beneficial to them in many, many ways.

The impact of consumer and homemaking education has contributed to the stability and security of individuals and families and to the well-being of our Nation. Mr. Chairman, your efforts on behalf of consumer and homemaking education are most appreciated.

A sincere thank you to yourself and other committee members for continued support and confidence in consumer and homemaking education.

[Prepared statement of Camille Bell follows:]

PREPARED STATEMENT OF CAMILLE G. BELL, CHAIRPERSON, COALITION FOR PROFESSIONAL ORGANIZATIONS CONCERNED WITH VOCATIONAL HOME ECONOMICS EDUCATION

Mr. Chairman and members of the subcommittee: I am Camille G. Bell, Professor and Chair of Home Economics Education at Texas Tech University. I am representing the Coalition of Vocational Home Economics Education Professional Organizations. These organizations are the American Vocational Association, The American Home Economics Association, and Home Economics Education Association, an affiliate of the National Education Association. They represent approximately 90,000 members.

One of the major purposes of the Coalition is to unify the efforts to further Consumer and Homemaking Education. For the past two years, the Coalition has been working on legislative specifications for the impending re-authorization of the Vocational Education Act of 1963. In order to keep the professions unified, these specifications have been approved by the governing bodies of all three organizations. I will present the key ideas of these legislative specifications and also share with you the rationale for each section.

The first statement of the specifications addresses categorical funding. After a great deal of input from members of the three organizations, the Coalition concluded:

"Consumer and Homemaking Education should remain identified clearly as a category in any proposed reauthorization for Vocational Education."

The reason for this request is that Consumer and Homemaking Education is the most unique facet of Vocational Education. It prepares for the occupation of homemaking. The occupation of homemaking is now considered a legitimate occupation and has been included in the dictionary of occupational titles recently. Its economic value is estimated to be over $40,700 annually. However, some policy makers still have difficulty in recognizing the occupation of homemaking as vocational, consequently, they leave Consumer and Homemaking Education unsupported at the state and/or local levels. Categorical funding in the Vocational Educational Reauthorization Bill becomes visible evidence that national policymakers perceive the uniqueness of Consumer and Homemaking Education and its value in preparing individuals for the occupation of homemaking and to creatively cope with the complexities of life. The recognition of the relationship of a well-run home and a quality life definitely influence the economic stability of the country.

Categorical funding also provides direction at the national level for the priorities to be addressed. Without this specific federal role, national priorities could be ignored by some states and local schools; thereby weakening one of our greatest national resources—the family.

PURPOSE

The Coalition identified the purpose of reauthorization as follows:

"New legislation should provide grants to states which shall be used to extend, expand, and improve Consumer and Homemaking Education in light of successful practices, assessed needs of the population and changing needs of the occupation of homemaking. Such programs prepare males and females for the occupation of homemaking at all educational levels, focusing on preventive education and addressing societal and economic national concerns."

Consumer and Homemaking Education is one of the most dynamic educational programs in existence. The occupation of homemaking is affected by the economic, social, political and technological status of our country; therefore there is constant need to find new ways of approaching the increasing complexities of life. There are skills required for the occupation of homemaking that need upgrading. On the other hand, there are some certain basic principles that continue to be true and must not be lost. Therefore, Consumer and Homemaking Education teachers must have help in assessing the needs required by the occupation of homemaking. As problems are identified, strategies must be developed to educate individuals how to prevent the problems rather than trying to cope with them after they have developed. An example of preventive education is to teach families the principles of family economics and effective consumer practices before they declare family bankruptcy. Since Consumer and Homemaking Education is the only field of study that focuses on total family well-being, Consumer and Homemaking Education programs are designed to meet current socio-economic concerns of families and individuals in the context of preparation for the occupation of homemaking. With consideration of the changing social and economic scene and family life, grants to states should be used to extend, expand, and improve Consumer and Homemaking Education to help families survive. It must have some financial help to maintain its flexibility to change as our national needs change and keep its relevance at all educational levels.

NEEDS IN FUNDING

Funds to be appropriated for this subpart shall be: for fiscal year 1984—100M; fiscal year 1985—120M; fiscal year 1986—140M; fiscal year 1987—160M; fiscal year 1988—180M. These funds shall be distributed according to criteria for this subpart only as set forth in the state plan. Consumer and Homemaking Education has taken some severe cuts in the past few years. These have resulted in serious cutbacks in instructional programs and support services.

ELIGIBLE ACTIVITIES

Funds shall be used solely for Consumer and Homemaking Education (1) instructional programs and (2) support services as a means of improving program quality: extending, expanding and updating. CHE instructional programs include the areas of food and nutrition, consumer education, family living and parenthood education,

child development and guidance, housing, home management (including resource management) and clothing and textiles. Support services include: teacher education; curriculum development; research; program evaluation; development of instructional materials; exemplary and demonstration projects, provision of equipment, teacher supervision; and state administration and leadership programs, including activities of the student organization.

Home Economics as a discipline utilizes basic principles from many disciplines and applies them to day-to-day living. Its uniqueness is the interrelatedness of all of its six program areas listed above. A synthesis of these areas is necessary to achieve a well-ordered quality home and family life. For example to help children reach their full potential, the study of child development and guidance are very important. However, no matter how much an individual knows about the development of children, it is essential that persons who care for children must have knowledge of nutrition. Yet, no matter how much one knows about nutritive value of foods and body requirements, one must know how to prepare food so that it is palatable. Further, food must be stored and prepared to retain its nutritive value and it must be handled by sanitary methods to prevent harmful bacteria from developing. Persons who care for children need to know how to manage their work in order to have a well-ordered house yet have time to spend with children. They need to know how to manage their finance purchases in such areas as food, clothing and housing to provide basic needs for children. Monetary problems and family disagreements should be eliminated as much as possible for security's sake. A child needs to be taught how to select becoming clothing as well as how to care for their clothing. In short, all areas of homemaking should be interrelated to bring about fullest potential of child and human development. A fragmentary approach will not get the job done.

Every aspect of support services is vital to quality Consumer and Homemaking Education. Teachers must have basic preparation in all areas of home economics subject matter as well as in the philosophy of vocational education to address both social and economic priorities of the community, state, and nation. After certification of Consumer and Homemaking Education teachers, in-service meetings are necessary to stay abreast of trends and changes in the occupation of homemaking. Curriculum must be kept up-to-date and research is necessary for new instructional strategies to motivate the increasingly apathetic students.

The above supporters are not likely to happen if state leadership is not strong. When such leadership is not available, Consumer and Homemaking Education programs do not stay abreast of the societal needs and, the curriculum can become out-of-date. This has been evident in the states that have not had strong leaders who have a home economics education background or enough money for adequate support services.

PLANNING PROCESSES

Plans for this subpart shall reflect needs for Consumer and Homemaking Education within the state as presented by home economics program leadership and shall be an integral part of the state planning process.

Subpart 5 of Public Law 94-482 did not specify that the leader of the vocational home economics program be an integral part of the state planning process. Consequently, not all states included this program leader in the state planning process. By involving the program leader of vocational home economics, Consumer and Homemaking Education can become a more integral part of the vocational education state plan.

ADMINISTRATIVE PROCESS

This subpart shall be administered at the state level by qualified personnel. Achievement of the purposes of this subpart is dependent upon competent state leadership. Programmatic leadership requires staffing by program specialists qualified by experience and preparation in home economics education.

It is recommended that the legislation encourage the Assistant-Secretary for Vocational and Adult Education to provide states with leadership from qualified program specialists in formulating workable plans for achieving legislative intent.

Because of the uniqueness of Consumer and Homemaking Education that has been described previously, it is vital to have program specialists, who have a home economics education background as well as experience in home economics education at both the state and national level.

SPECIAL CONSIDERATION:

Priorities within Consumer and Homemaking Education shall address national priorities as well as current and emerging concerns as: Family economics and consumer behavior; interrelatedness of home and work; families in crises; parenthood; aged family members; nutritional status; resource conservation.

Family economics and consumer behavior

In learning to live with rapid economic changes, consumers need to become more knowledgeable about spending, saving, borrowing and investing. With unemployment mounting and an uncertain economy, today's consumer must learn to manage money carefully. In the future, Consumer and Homemaking Education will need to expand the number of basic concepts in economics and relate consumer behavior to economic principles even more than has been done in the past. If family economics and consumer behavior become a priority, national and state leadership would be necessary to improve and expand quality programs in these areas.

Interrelatedness of home and work

The relationship between work and family has become more [illegible]ore significant. The worker's quality of home life has been proven to be an imp[illegible]ant influence on optimum productivity on the job. Physical needs must be met th[illegible]ugh nutritious, flavorful meals; the family should manage its resources well in a clean and well-organized home; and interpersonal relationships of family members should be pleasant. All of these affect the way family members perform in their various roles in the family as well as on their jobs. On the other hand, the quality of family life is enhanced when family members have a high level of competence in the occupation of homemaking. In September 1981, a coed magazine quoted Susan Gover, student of the year as follows:

"The study of home economics is really about better management of daily life . . . . I believe that home economics should be a second occupation for everyone. Home economics skills (occupation of homemaking) will prepare all people to successfully handle their roles as business men and women, husbands and wives, parents and homemakers."

Families in crises

Crises for families continue to increase. Unemployment, heavy debts, bankruptcy, alcoholism, family violence and child abuse are examples of crises that can be helped by Consumer and Homemaking Education.

Parenthood

Education for parenthood will help insure proper development of children in the future. Increasing complexities in living make it necessary to gain new knowledge.

Aged family members

Teaching families to meet the needs of older persons should be improved in secondary Consumer and Homemaking Education classes. In addition, outreach programs for older citizens should be expanded to teach them family economics and consumer behavior, nutritive needs, health care, volunteer services. Types of housing to include families with aged parents should be explored.

Nutritional status

Although nutrition has been an integral part of Consumer and Homemaking Education, Consumer and Homemaking Education needs to improve the relationship between nutrition knowledge and change in dietary behavior.

Conservation of resources

Management of resources has been an emphasis of Consumer and Homemaking Education for many years. However, increasing scarcity of many resources such as energy, water, land and income makes new approaches to conservation necessary.

These priorities should be reflected in school programs for youth and adults with varying abilities as well as outreach programs for special populations such as but not limited to the aged, school-aged parents, single parents, handicapped and persons in correctional institutions.

More handicapped students have been mainstreamed into Consumer and Homemaking Education than most other courses. Many counselors have explained that handicapped students must learn living skills before employment skills. Other

target populations such as the disadvantaged, the aged, single parents continue to need to be addressed.

This academic year, 1982-83, I am the director of a research project entitled "Study of the Effectiveness of Secondary Consumer and Homemaking Education in Texas." This project, funded by the Texas Education Agency, has as its major purposes: (1) to measure the extent to which former Consumer and Homemaking Education students perceive the usefulness of knowledge and skills gained in secondary Consumer and Homemaking Education courses for dealing with real life situations in the occupation of homemaking and to (2) identify implications for change of Consumer and Homemaking Education curriculum and instruction. The above information was collected by a written rating-scale questionnaire, sent to stratified randomly selected former students evenly distributed who had taken Consumer and Homemaking Education in one of the following years: 1976, 1977, 1978, 1979, 1980.

The questionnaire was based upon the essential elements of all home economics subject areas. They were sent to 3,000 former students from all geographic sections of the state and from various size schools.

So far, 600 questionnaires have been returned. Statistical analysis has not been made, but all of the returned questionnaires have been read. At least 98 percent of the comments have been extremely favorable toward Consumer and Homemaking Education. The areas mentioned most often as being helpful to them in the occupation of homemaking were: budgeting, family stability, conservation of energy, nutrition, employment and economic growth and serving the disadvantaged and handicapped. In addition, telephone interviews have been made to ten percent randomly selected students. Some of these students comments follow:

A Hispanic female, 1977, graduate from high school stated, "I learned leadership skills through homemaking and Future Homemakers of America. These have been very helpful in my work."

A Black female, 1979, graduate from high school said, "I was never good in the kitchen until I took Homemaking I, and there I learned how to cook and what was nutritionally important for me to eat.

A White female, 1980, graduate from high school stated, "Consumer and Homemaking Education helped me with my personal finances. Future Homemakers of America was helpful in leadership development."

A Black male, 1977, graduate from high school stated, "Consumer and Homemaking Education gave me a better understanding of managing my money. It also helped me in selecting clothing to meet my needs. Child Development helped me during my employment at Big Spring State Hospital. I worked with adolescent children in their development, growth and behavior."

A White male, 1980, graduate from high school said, "I learned how to make decisions facing me as a parent and I also understand my parents better."

A White female, 1976, graduate from high school said, "Homemaking has been very beneficial to me in making family and economic decisions. It has also helped me with my career decisions."

A Black female, 1978, graduate from high school stated, "I own my own business, and the knowledge I gained from homemaking has helped me manage my company. I did the decorating and what I learned in homemaking was very beneficial.

A White female, 1976, graduate from high school stated, "I had a fantastic teacher who taught me how to run a household, how to budget and be economical, besides teaching me to cook, sew and raise a family."

A White female, 1976, graduate from high school, said, "I have used my consumer knowledge in managing my home and budget. I also feel I'm a better parent and housekeeper."

CONCLUSION

The Coalition for Vocational Home Economics Professional Organizations has had as its major purpose to unify the field in its legislative requests. We have developed legislative specifications that should upgrade the quality of family life and improve employability and productivity of individual family members. I have shared with you some direct quotes of former students which give evidence of the effectiveness of Consumer and Homemaking Education programs. These and the total statements made by former students help substantiate that Consumer and Homemaking Education has been beneficial to them in many ways, particularly in the areas of family economics, management of the home, productivity in employment outside of the home, and leadership and service to the disadvantaged and handicapped. The impact of Consumer and Homemaking Education has contributed to the stability and security of individuals and families and to the well-being of our nation.

Mr. Chairman, your efforts on behalf of Consumer and Homemaking Education are most appreciated. Thank you and other committee members for continued support and confidence in Consumer and Homemaking Education.

Chairman PERKINS. First let me thank you all for good statements.

I'd like to ask a question or two. You can all answer it. If you were going to suggest improvements that need to be made in the Federal law for consumer and homemaking education, what would you suggest?

Mr. MILLS. I'll let you ladies go first.

Mrs. FERGUSON. OK. I'll start. In the first place, I would not want to destroy the things that we have now, because we've got a lot of good things in there with the areas that we cover, with the target populations that we're meeting, with the things that are in there and the things, those sorts of things, I would not want to change, or areas that should not be changed.

I think that probably some of the emphasis could be changed, adding the flexibility, especially in becoming within some of the States, and that the States should have consumer and homemaking education as a part of that State planning process, should be, I think, written in there so that it's a total part, an integral part, of the total vocational planning process.

I think that we need to keep the national priorities listed because this is the thing that brings consistency among the States and helps us focus on the need of society nationwide, rather than that.

Chairman PERKINS. Do you want to respond to it?

Mr. MILLS. Congressman Perkins, one of the things that I have observed over the last few years is as we have changed, particularly in our State where we've gone to collective bargaining and the times of teachers controlled by contracts with school systems had, I have seen a difficulty in some of our teachers being able to provide the kinds of service to our youth organizations that we need and I feel that in our State the youth organizations are an integral part of our curriculum.

I'd like to be able to utilize some of these resources to assist in this proposition because if we lose that part of our educational program, the very important part of the youth organizations, we're going to lose a very significant part of what we're attempting to do with young people because the outcome of the future homemakers and HERO has been a most effective thing in terms of this total teaching process.

But we are going to have and are having fiscal problems in States as it relates to the time, the travel, et cetera, of our teachers involved in the youth programs, sir.

Chairman PERKINS. Ms. Bell?

Ms. BELL. Oh, yes. I would like to concur with these two thoughts and I was just reading a section that the coalition had addressed with the involvement in the State plan. It said that they felt that it should reflect the needs for consumer and homemaking education within the State as presented by home economics program leadership and should be an integral part of the State planning process and then the other thing that they would like, to be sure that the programmatic leadership requires staffing by program specialists

qualified by experience and preparation in home economics education.

We also feel that that holds true at the Federal level.

Chairman PERKINS. Now, I have one other question that I am going to ask you ladies and gentlemen.

We have had what I call a considerable cutback between 1980 and 1982 in the home economics programs. Has it affected the regular home economics program more than it has affected the special programs for the elderly and the disadvantaged? I'll let you answer that first.

Mr. MILLS. I guess, Congressman Perkins, I'd have to turn around and talk to about 25 people from the State of Florida, all of the girls that are here with me, the ladies that are here.

I think that there possibly are areas where the cutback may have affected us. I personally, being truthful right now, have not heard of things that we have been unable to do. I think there are areas that we have been unable to expand into, such as in the area of dealing with aging.

You know, in the State of Florida we have probably the largest part of the population over 65 years of age and I feel that there are going to be some serious problems in dealing with this in our State and probably that's where we'll need additional funds in this regard.

Ms. BELL. OK. It hit hardest on the target populations because the regular support does not go to those as much as the Federal.

Mrs. FERGUSON. Yes, it also pulled back the activities which will be affecting the future such as for the regular program, the updating of teachers, the new developments in curriculum, the ending of research things within the State. Those are the kind of things that don't show this year on the cutback but will show as the years go by.

So, it has affected both the regular programs in that way, as well as especially hard-hitting the areas that deal with outreach, and adults in economically depressed areas, et cetera.

Ms. BELL. I think in my own State of Texas that perhaps the hardest hit were the adult programs. I know that we had had some adult programs in housing developments in disadvantaged areas which, of course, there were all ages, the elderly aged or whatever we call it, several ages, but all economically depressed and this has—I have visited these programs and they were excellent and I know that it has cut back on those seriously, in fact, eliminated some of them altogether.

It has cut back on the travel of the consumer and homemaking teachers to make home visits, and I know that we consider in Texas that the home visits are really the field experience for the occupation of homemaking. In other words, they practice what they learn in the classroom in their homes and therefore the teachers need to give them all the support and all the help to the families that they possibly can.

We have had to cut back on area inservice training, the length of area inservice training and support services mainly, so that research has been cut out nearly altogether.

Mr. GUNDERSON. Can any of you give us an idea of what the Federal contribution is as a total percentage of the money spent on

consumer education with State and local? Is it a major source of maintenance funding? Is it really just a catalyst? Any idea of what the Federal dollars mean, in terms of your total program?

Ms. BELL. In Texas it's a very small amount. It is used as a catalyst. In fact, it's used mainly for support services and for travel for the teachers in the home visits and to attend in-service meetings and so forth.

I think, you know, in some school districts I have heard just recently that they get something like $1 per student for the ones who enroll in consumer and homemaking education. It is not maintenance at all. It is to try to upgrade the quality of the educational program in consumer and homemaking education.

Mrs. FERGUSON. In our State I think it does initiate change; it serves populations not otherwise served. But I think it has more of an effect on the State and local dollar because it assures quality of program at that level because we develop the standard to be vocational dealing with what meets the Federal legislation.

So for the State and local dollar to work to assure quality, then they must meet this. So, it's the big match being the State and local dollars, but without the Federal the quality of the program cannot be assured. The changes could not happen, we could not have the incentives to do the things that target in on the needs.

Mr. MILLS. I think as State director I could comment on a couple of things. For instance, this year computers and high technology seem to be the word that everybody wants to address and what I have seen this year in terms of projects coming in from local districts, we're going to have home computers in most of our home economic classrooms in the very near future. These will not come from State dollars. State dollars have been the maintenance dollars for salary, supplies, some equipment as a part of the formula.

The Federal dollar in every way, shape, or form, is the cutting edge of what we're doing in vocational education. It enables us to do research, it enables us to move out ahead where people are saying we should be out there.

A school system, for instance, has established their budget or a community college establishes a budget. Well, they're going to have a whole year to operate on and if something new comes up and the pressure gets there, the use of the Federal dollar has enabled us to pull them ahead of the time, to move up and move out.

I know over the last 2 or 3 months I have seen more projects come in for home computers, the type of the Apple type, et cetera, that they're going to be using for a variety of things in the home, and I'm pleased to see them do that as a very significant effort in terms of moving the totality of our education ahead.

But if you didn't have the flexibility, the dollars there to utilize, and they weren't locked in—I hate to see them—some States, unfortunately, lock the Federal dollar into a funding formula. We don't do it in our State. Therefore, we're unable to do the things, I think, that are going to keep us out on the cutting edge of some of the problems that we've got.

Mr. GUNDERSON. One of the complaints that I've heard about the Federal requirement not allowing Federal dollars to be used for any kind of a maintenance program, according to many of my vocational people back in western Wisconsin, is the strict definition of

maintenance. While that may have been good in the past—as you have just suggested for the computers—it may cause problems in the present.

If you would take, for example, the establishment of a home finance course in your school, in the past you may have used Federal dollars to set it up, to teach various recordkeeping, budgeting, et cetera. Today you may want to continue that somecourse but it's an entirely different course with the computers, et cetera, but you're not allowed to use Federal dollars to fund that program because that's called maintenance funding when, in essence, it's the same title but it's really a different course.

Do you have similar experiences in that regard?

Mr. MILLS. Mr. Gunderson, I don't know that we're having that problem. It may be a problem but it hasn't presented itself to me yet. It may be lurking in the background but——

Mr. GUNDERSON. I see a lot of heads in the background nodding yes. [Laughter.]

Mr. MILLS. We move out on these things. I think our objective is to try to get out there and do a task and then maybe suffer the problems later on if we've done something wrong. I think we've got to move out and stay ahead of things.

Mrs. FERGUSON. Yes; and I think too that in one sense, you know, it is maintaining in a sense, but as we deal with something we consider it updating the program and updating is just as important as starting something new, totally new.

Ms. BELL. Yes. This is what I have tried to bring out in my testimony, that home economics is such a dynamic discipline that we need constant updating and that nothing maintains or stands still and not only in the content areas do we need updating but we need new approaches as the apathy and different types of lack of motivation among students, we need to constantly try to get them interested in changing their behavior for the better, such as nutrition education. We know that they have the knowledge but we are constantly trying to update our subject matter in this area so that we can change behavior instead of their just knowing the facts and not doing anything about it.

Mr. GUNDERSON. One of the challenges I think this committee faces in rewriting the Vocational Education Act, apparently later this year, is to find that proper balance between providing you some flexibility but also targeting some dollars, which I think many of us would like to see done in certain areas.

Last Saturday I met in my district with my education advisory committee and was absolutely astounded to be told that in the State of Wisconsin some 100 schools have dropped out of participation in the Federal vocational education program because of the regulations and paperwork. They didn't feel it was worth it for the Federal dollars that they were receiving back.

No. 1, I guess I'd be interested if you have any similar type of experiences in your State and, No. 2, along that same line, how do we put in the preservation, the guarantees, that many of you have suggested in your testimony and still eliminate some of the paperwork and the regulations that are causing problems for you? Is there a way to achieve that?

Mr. MILLS. Having been a local administrator before I was a State director, I never really felt that we did have a serious problem. Accountability is something that we all have in front of us and whether that involves an excessive amount of paperwork or a small amount of paperwork, I think probably the thing that I've observed over a period of time is that there probably is more paperwork required of a local school system and a State legislature than there is of the Federal Government, and sometimes this is misunderstood.

I personally don't feel that we have too great a problem because I think accountability is necessary. I think, when you give somebody funds to do the job, there needs to be some statement made that that task was completed. That is just a natural thing.

We haven't had any problem with people dropping out and not using the Federal dollar, the way we operate it in Florida, because we keep it out of the, quote, "the mainstream of—" well, we don't use it for salary support like I think I understand some States do as a part of salary support. It's that thing which goes out there that provides those extra things that makes it a quality program.

I think from that standpoint we haven't had anybody drop out, although, you know, if you're a small district and may only get $400 or $500 you may decide you don't want that because of just the simple effort of getting it.

Ms. BELL. Right.

Ms. FERGUSON. We have not had that problem in our State as far as even getting a small amount of dollars, but we also, similar to Florida, do spend our dollars on those things that make a quality program. Therefore, it is not a part of the regular funding process for some of these things, so we have no problems. Our local directors do not complain to us about these. They do about some other programs but not about that required in vocational education.

Ms. BELL. In Texas we have cut down considerably on our paperwork that's required for the vocational programs and I do not know of any schools that have dropped out.

I do know of several that did not choose to be vocational because they happened to be rather moneyed school districts, those that have oil. [Laughter.]

So they may be coming around pretty soon. [Laughter.]

But even those teachers want all of the benefits that we get from the Federal dollars. They come to our State in-service conference, which is excellent and 4 or 5 days long, and they use our instructional materials that we develop for home economics and they want all of the benefits from that regardless.

I would like to back up and say when you asked a moment ago about the use of Federal dollars, our program director for vocational home economics in Texas told me that without the few dollars, comparatively the Federal dollars being few, but without those we would not have the State dollars because we would really not be considered vocational and it's very, very important, you know, that we have those Federal dollars to more or less prime the pump, so that's very important to us.

We do not use the money for salaries at all. We use it just like in West Virginia, to upgrade the quality of our program.

Mr. GUNDERSON. I want to assure all of you that I think both the majority and the minority on the committee in their budget recommendations and elsewhere have shown that there is not a desire to cut those Federal dollars further or in any way cut them out from you.

One thing I want to do is—I'm not sure whether the chairman did it before I arrived or not is apologize for the attendance. I look at this group and all of you showing in your testimony today and I'm sure you get a bit, shall we say, disappointed, wondering "Where is all the committee?" when you all show up. I personally have three committee meetings going on at the same time this morning, one which is a markup, and so my proxy is sitting over at the Agriculture Committee right now. But because my mother was a county homemaker extension president; I had three sisters in FHA, and I thought——

[Applause.]

Mr. GUNDERSON [continuing]. I thought I'd better show up for a little while. [Laughter.]

I am going home this weekend and she might ask.

What I would like to suggest to all of you, not that anybody on this committee wants to be inundated with paperwork, is your participation in this process. It was interesting, as the chairman and I both asked questions, to watch the crowd and how you responded with the particular examples that you have in these areas. We sincerely want your input between now and the time we rewrite this particular law, and if there are ways in which you can make those positive suggestions as to how we can better work together to provide the final goal we are all striving for, we would sincerely like to receive that information from you.

Finally, let me assure you that even though there are not a large number of people here, most of them, I think, are like myself and both the members themselves and their staffs will be reviewing the testimony before we markup the particular bill.

With that I thank you all for coming and for showing your interest.

Ms. BELL. Thank you. [Applause.]

[Whereupon, at 10:24 a.m., March 17, 1983, the hearing was adjourned, subject to the call of the Chair.]

21-297 O—83——3

EXTEND THE VOCATIONAL EDUCATION ACT

(Labor Union Involvement)

WEDNESDAY, MAY 18, 1983

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, chairman, presiding.

Members present: Representatives Perkins, Biaggi, Williams, Goodling, and Packard.

Staff present: John F. Jennings, majority counsel, Richard DiEugenio, minority senior legislative associate, and Mary O'Hara, staff member.

Chairman PERKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is continuing a series of hearings on vocational education reauthorization. Last Congress the subcommittee conducted 33 hearings on vocational education. I would like to see the subcommittee proceed to markup of the vocational education reauthorization bill sometime in the next few months. The hearings in the last Congress and the hearings this week will be helpful as the subcommittee examines possible amendments to the act.

This morning we will focus on labor union involvement in vocational education. We have a panel of union representatives and a local superintendent. Come around, this panel. We've got Mr. John Lange, principal, William D. Ford Vocational/Technical Center, Westland, Mich.; Mr. Paul Cole, American Federation of Teachers; Mr. Reese Hammond, director of education and training, International Union of Operating Engineers; and Dr. James E. Tinkcom, technical director of the apprenticeship and training department, United Brotherhood of Carpenters & Joiners of America.

We'll hear from you first this morning, Mr. Lange, and identify yourself and go right ahead.

STATEMENT OF JOHN LANGE, PRINCIPAL, WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER, WESTLAND, MICH.

Chairman PERKINS. Before you begin, let me make a statement. I'm delighted that you named the school after William D. Ford, the most distinguished member of this committee. I've had the privilege of serving with Mr. Ford since he came to Congress about 1962 or 1964. He is one of our outstanding members, dependable, and

has carried a great load throughout the years and has authored many of the most important pieces of legislation.

He well deserves the honor, and I'm delighted you're here this morning, and proceed and go ahead.

Mr. LANGE. Thank you. Mr. Ford has been a great friend of ours and a great friend of education.

Good morning, Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education. My name is John Lange. I'm principal of the William D. Ford Vocational/Technical Center located in Westland, Mich. Our center provides services for approximately 1,000 high school students and an additional 1,000 adult students.

We work in cooperation with three K through 12 school districts in delivering vocational education to 11th and 12th graders in our western Wayne County area. Wayne County is about the third largest county in the Nation.

Our adult students are residents of nine different communities. We currently provide specialized training to private industry on a contractual basis. I want to express my appreciation for this opportunity to share with you information regarding the formulation of future national policy on vocational education and tell you why we believe the Federal role in vocational education is so essential.

For our community, the Federal support has provided a means to construct and operate a modern, up-to-date vocational facility. Our 100,000-square-foot facility is dedicated solely to the preparation of students for competitive employment. We have 19 job-training programs which consist of initial training for high school and adult students and, in addition, we provide retraining and skill upgrading for adults who cannot make further advancements in their careers, face layoff, or wish to change careers and/or add new skills and training.

Without Federal support, I do not believe that our center could continue to operate, if we had to do so on our own.

Federal funds have provided a means for us to access new equipment to replace, add on, or upgrade existing equipment. The technological revolution that we all hear about is upon us and it is very difficult for education to meet the demands of industry and the ever-increasing new technological developments.

I would like to use the example of the automotive industry where currently, since 1980, the use of computers in the automobile has dramatically increased. Many cars already have onboard computers. These computers regulate the efficient operation of the motor vehicle. In order for an auto mechanic in the future to work with these newer cars, they will have to have specialized computer-assisted scopes. These diagnostic pieces of equipment, called smart scopes cost about $22,000 apiece and by 1984 it is estimated that all cars will have these and we will need Federal assistance to purchase the equipment necessary to train our students for that job skill.

Other training programs that we are faced with on this issue include machine tool, word processing, printing and typesetting, data processing, electronics, robotics, and computer-assisted design and manufacturing, better known as CAD/CAMM.

We anticipate increased use of Federal funds to keep equipment for these types of programs in good working order and to provide our students with training that will result in employment. Our local school district cannot, without additional support, expect to meet these demands.

Federally funded vocational special needs programs are essential to the success of our students with special needs. These students include disadvantaged, handicapped, and bilingual.

We did a readability study of industry manuals that students will be expected to use upon finishing our programs and working in industry. I've listed some of those in my text on page 4, but I would like to refer to those at this time. Many of the reading levels are at grade 13, grade 11, and grade 12 level. We found out through testing of our adult students that 32 percent of our adults cannot read above the eighth grade reading level. Therefore, Federal dollars and assistance are needed to work with students with these special needs problems.

In addition, special needs services include counseling for students, tutorial services, teacher assistance to assist the teachers in occupational training areas, particularly where we have handicapped students. They provide special tools and/or equipment necessary that students couldn't necessarily purchase on their own. We provide reader services and notetaker services.

Vocational education has and will continue to use other Federal funds and/or programs to assist in training and retraining. This Nation has invested billions of dollars in local, State, and Federal moneys to construct vocational facilities. Many of these facilities sit idle during the afterschool hours. Our school district has taken an aggressive approach in providing and delivering vocational education to adults through either CETA programs, private industry contracts, or through economic development funds to assist companies to open in our community.

We have in the past operated 38 CETA programs. We have provided training for 4,000 disadvantaged students. The majority of this has been done on vocational education equipment and in facilities that were purchased with Federal dollars.

We have just received an economic development grant for a business, to assist a business in opening in our community. That grant will allow us to do all of the intake in the first-level training for this industry and will result in 100 new jobs. It is through the use of these types of moneys that we can continue to operate and assist our local community and the economy.

I would like to talk about a couple of concerns I do have on future legislation areas that I feel we may be heading toward and I would like to caution the committee on.

No. 1, that current legislation mandates the use of local advisory committees to share expertise on curriculum, equipment purchases, and program operation. We currently have, at our center, over 120 business people who advise us, meet with our staff regularly, to offer this assistance. However, it has come to my attention that President Reagan has continually pushed for increased linkages with business, industry, and education, and I agree with this concept. I have also become aware of proposals recently that may be

counterproductive. One example of this kind of proposal is the use of the PIC Council as the Vocational Education Advisory Council.

I have sat on a PIC Council [Private Industry Council] for 3 years. During that time, using CETA title VII moneys, we did not give one contract to a public education institute. As you're aware, PIC councils are made up of 51 percent industry people and every time a contract for a school came up it was given either to the PIC itself to operate on its own or to go to a private business school, and I feel that industry still has some misconceptions about the type of training we can deliver.

I'd like to caution the committee, then, to consider carefully any implications of placing any business or industry body in control of education programing, particularly at the private industry corporation level.

I'd also like to address the needs of the vocational counselors. I feel like there's inadequate counseling, that students are not being properly channeled into programs. We have very many students changing programs, dropping out. I'd also like to say that this is prevalent in the sexual stereotyping where we cannot get students into the nontraditional programing roles.

Additional emphasis needs to be placed in the area of job placement. With unemployment in our county, Wayne County, at 16.6 percent, it's 172,800 people, the need for adequate job placement counselors and developers is critical. In our school system and throughout the State we are facing budget cuts and cutbacks. And the first place any school system looks to make budget cuts is in its personnel, particularly in the noninstructional areas. I have continually had to go to my administration and fight for positions in the job placement area because of the fact they are not in instructional areas, although they are a very vital and important part of our training component.

I'd also, last, like to talk about the block grant concept, which I am concerned about. A couple of things that concern me, No. 1, that if we consolidate the block grant of adult education and vocational education into one piece of legislation, I am afraid that it will result in a loss of funds and revenues to the local school districts. I believe that adult education and vocational education should be coordinated. We do coordinate now. We serve 1,000 students per week, adult students, along with 1,000 high school vocational students. But I believe that this coordination should exist but should not be combined.

I'm afraid that if we combine vocational education and adult education legislation that we will not address the needs of youth, and I think that, quite possibly, we should consider the two pieces of legislation should remain separate and not be put into the block grant form.

In conclusion, I would like to say that vocational education has exhibited tremendous growth since the passage of the Smith-Hughes Act. Some members of this committee may have taken vocational education while in school. I would like to point out to you that what we call vocational education today may not resemble your own experiences in high school. Our bottom line today is preparation for employment. We are expected to deliver technical job training skills utilizing industry-approved curriculum, state-of-the-

art equipment, and industry-trained instructors. Long gone are the days when vocational education was synonymous with wood shop, drafting, and typing classes.

If we are to truly and efficiently serve as a vehicle for the delivery of the Nation's long-range employment, training, and manpower programs, then it is appropriate, indeed necessary, for members of this committee to assign increased importance to the reauthorization of vocational amendments.

I'd like to thank the committee for inviting me in to testify at this time. I'd be happy to answer any questions.

[Prepared statement of John Lange follows:]

PREPARED STATEMENT OF JOHN LANGE, PRINCIPAL FOR VOCATIONAL EDUCATION, WILLIAM D. FORD VOCATIONAL/TECHNICAL CENTER, WAYNE-WESTLAND COMMUNITY SCHOOL DISTRICT, WESTLAND, MICH.

VOCATIONAL EDUCATION

Mr. Chairman and Members of the Subcommittee on Elementary, Secondary, and Vocational Education --

My name is John Lange, Principal of the William D. Ford Vocational/Technical Center, located in Westland, Michigan. Our center provides services for approximately 1,000 high school students and approximately 1,000 adult trainees per week. We work in cooperation with three K-12 school districts in delivering Vocational Education to 11th and 12th grade students in the Western Wayne County area. Our adult students are residents of nine different communities. We are currently providing specialized training to private industry on a contractual basis.

I want to express my appreciation for this opportunity to share with you information regarding the formulation of future national policy on Vocational Education and to tell you why we believe the federal role in Vocational Education is so essential.

I. Federal support has provided a means for our community to deliver vocational education in a modern, up-to-date facility.

Federal construction funds have augmented our local bond passage to construct an area Vocational/Technical Center. Our center is a 100,000 square foot facility dedicated solely to the preparation of our students for competitive employment. Our nineteen (19) job training programs consist of initial training for high school and adult students. In addition, retraining and/or skill up-grading is provided for adults who cannot make further advancements in their current job, face layoff or wish to make a career change requiring

new training and/or skills.

Without this support, our center which is open six days per week, eleven hours a day (except 4 hours on Saturday), servicing 2,000 students from nine communities may cease to exist.

II. Federal funds have provided a means to access new equipment to replace, add-on or up-grade existing equipment.

The technological revolution has created many problems for vocational educators in that we are expected to provide training consistent with industry's ever increasing demands.

Take for instance, the automotive industry. Since 1980 the use of computers in the automobile has dramatically increased. Many cars already have "on board" computers that regulate the efficient operation of the automobile. In order to analyze an auto's operation, new electronic diagnostic devices (scopes) are needed. These diagnostic scopes contain computers, that when connected to the automobile's "on board" computer will allow communication between the two computers, thus providing the mechanic with information as to the causes of the inefficient operation.

Within the next two years, it is projected that all new cars will have these "on board" computers.

Therefore, our students will be expected to be trained on the new computer aided scope. These scopes will cost our operation approximately $22,000.00 each. Without the existence of federal

funds to offset this cost, we cannot keep this program at industry standard.

Other training programs faced with this issue include: Machine Tool, Word Processing, Printing and Typesetting, Data Processing, Electronics/Robotics and Computer Assistant Design and Manufacture (CAD/CAM).

We anticipate increased use of federal funds to keep equipment for these types of programs in good working order and to provide our students with training that will result in employment.

A local school district cannot, without additional support, expect to meet these demands.

III. Federally funded Vocational Special Needs Programs are essential to the success of students with Special Needs (Disadvantaged, Handicapped, and Bi-Lingual).

Industry's expectations of reading and math mastery exceed the capability of a large portion of our students. Our current special needs population is 33% of our student body. At the adult level, 32% of our students fall below the eighth grade reading level. Based upon math assessment testing 50% of our adult students fall below the eighth grade level.

An examination of the reading levels required by industry service manuals (as determined by the Delta Software Company,

Readability Index Program by David Pinter) clearly exemplifies the problems our students will face when expected to perform on-the-job.

INDUSTRIAL SERVICE MANUALS
(as used by employers)
READABILITY

Vocational Center Program	Related Industrial Manual	Reading Grade Level
Graphic Arts	Solna	10.1
Auto Mechanics	Cadillac Service Information 1982	13.0
Small Engines (Recreational Vehicle)	Service and Repairs Instructions	11.9
Media Productions	American Cinematography	13.7

Special needs not only addresses the academic components, but assists in many social/economic issues. Our Special Needs Services include:

1. counseling which meets the immediate needs of the client in the learning situation.
2. tutorial services.
3. teacher assistants to assist in the occupational training classes.
4. special tools and/or equipment necessary and pertinent to the occupational training component.
5. modifications to the learning station.
6. reader services.
7. note taker services.

IV. Vocational Education has and will continue to utilize "other" Federal Funds/Programs to assist in training and re-training America.

Billions of local, state and federal dollars have been spent in constructing and equipping vocational programs. This investment is too large to allow it to "sit idle" during large portions of the day.

Therefore, Vocational Education has played a major role in working with the Department of Labor, CETA, and Economic Development funds, to provide special training programs earmarked for (a) disadvantaged populations, (b) training and retraining the American work force and, (c) promote economic growth and development in depressed areas. Much of this training occurs after regular school hours in vocational facilities.

Our school system has operated thirty-eight (38) CETA programs, servicing approximately 4,000 disadvantaged students. We have applied for and received Economic Development funds to assist a new business to open in our community which will result in over 100 new jobs.

The spinoffs of federal assistance have resulted in our contracting with private industry to up-grade and/or re-train their employees in specialized training programs.

Therefore, the effects of federal support are exceeding the short term goals of its intent.

CONCERNS

While many of my concerns have already been incorporated into the previous text, the following five issues I feel are of significance, and warrant mentioning.

A. Current legislation mandates the use of local advisory committees to share expertise on curriculum, equipment purchase and program operation. These advisory committees have proved extremely useful to us. We currently have over 120 industry people who meet with our staff regularly to offer assistance. However, President Reagan has continually pushed for increased linkages with business/industry and education. While I agree with this concept, I have also become aware of proposals which may prove counter productive. One example would be the use of Private Industry Councils (PICS) to serve as the Vocational Education Advisory Council. I firmly believe it would be a mistake to allow a governing body, made up of 51% industry people to approve our programming. I have sat on a PIC council for three years, and can say that many individuals in industry have a misconception and doubts about education.

During my tenure on a PIC, not once did that group approve training programs for a public institution. They continually provided the training themselves or sub-contracted with a private training organization to deliver vocational education. I feel this is a direct result of industry's lack of knowledge of the caliber of vocational training being delivered in our schools today.

Many industry people, upon viewing our Center have indicated their surprise at how in-depth, and complete our training programs are, as compared to their previous perceptions of Vocational Education.

Therefore, I caution this committee to carefully consider the implications of placing any Business-Industry body in control of Educational Programming.

B. The role of the Vocational Counselor needs continued emphasis and support. This includes funding for vocational counselor positions so that inservicing of high school counselors who do not fully understand and/or believe in the value of Vocational Education may be diminished, and to allow the continuance of programs that identify and eliminate occupational sex role stereotyping.

Successful student training is dependant on appropriate Vocational program placement. Subjective impressions of the vocational programs by future students without regard to personal aptitudes and skills, often times results in inappropriate program selections. Dropouts, failure to receive certificates of training and behavior problems can be a result. The efforts of the vocational counselor can be directed to this issue of developing a viable system of student intake to include career counseling coupled with skill and aptitude assessment to meet this need.

C. Additional emphasis needs to be placed in the area of job placement. With unemployment in our county (Wayne) at 16.6% (172,800 people)

the need for adequate job placement counselors and job developers is critical.

The first place any school system looks to make budget cuts, is in its personnel. Any non-instructional position faces the possibility of eventual lay-off/cut-back. Job placement, while vital and essential to the total Vocational Education concept falls in this catagory and is often looked upon as a place to make potential reductions.

When you consider a continual cut-back in our state and local funding to local districts, Federal support is needed to offset these lost revenues.

D. Increased opportunities for students to enroll in vocational education are needed.

With the cost of college tuition achieving record levels, large numbers of students cannot afford to continue their education. In our school district, 43% of our graduating seniors go on to post-secondary education. Of these students 50% will drop out in the first year. This figure is representative of a majority of school districts throughout our state.

Therefore, for a large portion of our students, the training and experiences they receive while attending high school may be the only formal training they will ever receive.

E. In the past federal money was available to implement articulation between secondary and post-secondary vocational education programs. Through this effort students were given the opportunity to earn

college credits for competencies gained in high school vocational programs. The continued collaboration between secondary and post-secondary vocational education should not be diminished.

This effort should be continued to serve as a springboard for students to go on in their education. Articulation is extremely important in the areas of high-technology to make the transition from secondary to post-secondary a smooth process.

In 1982, 104,398 11th and 12th grade students were enrolled in vocational education in our state. This figure represents 39.8% (263,439 students) of Michigan's total 11th and 12th grade population. This figure is not impressive when considering the number of students not pursuing post-secondary education.

With youth unemployment soaring in our state (28.7%), with 29.2% in the Detroit Metro Area, vocational education offers a viable means to reduce these numbers. This is particularly true with minorities, where unemployment is reaching 60.7% statewide for blacks, with 65.2% in our area (Detroit Metro Area).

CONCLUSION

Vocational Education has exhibited tremendous growth since the passage of the Smith-Hughes Act in 1917. Some members of this Committee may have taken vocational education while in school. I would like to point out to you, that what we call Vocational Education today may not resemble your own experiences in high school.

Our bottom line is Preparation for Employment.

We are expected to deliver technical job-skill training utilizing industry approved curriculum, state-of-the-art equipment and industry trained

instructors. Long gone are the days when vocational education was synonomous with wood shop, drafting and typing classes.

If we are to truly and efficiently serve as a vehicle for delivery of the Nation's long range employment, training and manpower programs, then it is appropriate, indeed necessary, for members of this committee to assign increased importance to the reauthorization of the Vocational Amendments.

In closing, I invite you to read the following letter sent to me by one of our former students.

11/15/82

Dear Mr. Lange,

I would like to express my gratitude to you, the William D. Ford Vocational School, and especially Ms. Sue Anderson. I thank you for the training I received during the 1981-82 school year.

While at the Vocational center I was enrolled in the Phototypesetting class. I feel the training, education, and guidance I received was of great value and is well appreciated. Thank you for helping me get a start in life. I presently, as you know, am employed by Manufacturers National Bank of Detroit and enjoy my work a great deal.

I thank you again for everything.

Sincerely,

Donna M Crechiolo

Donna M. Crechiolo

Chairman PERKINS. With all the unemployment we have in the country, how can our area vocational schools meet the needs of adults more than they are doing now, with fewer high school students and more unemployed adults? Schools may have to have more programs for adults. What have you done along this line?

Mr. LANGE. I totally agree with you that there need to be more programs for adults. Our adult population in the last year has tripled. We have adults who want to pay tuition to come to our school. We have adults who have never finished high school who want to finish high school as part of their—and take vocational education as part of their high school completion program.

And we have private industry paying the tuition of some of their adults to come in, to get retraining and skill upgrading. We're working with some large companies, some of the automotive firms, some of the communications firms.

Chairman PERKINS. With all of the technological changes in the country it would appear to me that we must utilize vocational schools more than they've ever been utilized in the past. This will require, in many instances, more night classes, in my judgment, and on top of that we may have a shortage of vocational schools in the country. I know we do.

We have waiting lists down home now, up as high as 1,000 and 1,200 students. You can't enter some of the vocational schools. It's a sad situation. And most of these youngsters on the waiting list are high school graduates. But we do have some adults. And the adult population, as I stated, needs to be retrained more than ever before. And we've got to meet this challenge somehow, some way, and I don't know whether you care to comment any further on it or not.

Mr. LANGE. I totally agree with you. We, in our school district, we have the second largest adult program in the State of Michigan. We are very active with adult education because of that, and it has been our intent from the day we opened to deliver adult vocational training, that component, to the residents of our community.

In fact, we even have adults that will attend school with our high school students during the day. We have approximately 100 adults now that come right in with our high school students and work right in the program with them. It has worked out very well for us. The adults that have finished our program are getting jobs in many of the areas where there still is employment demand. Some of the areas we are in low demand right now. Construction trades is one of those where we're just not pulling out a lot of new building permits, new construction going on.

But the adults are still continuing to get training in those areas.

Chairman PERKINS. Thank you.

Mr. Biaggi, do you have any questions?

Mr. BIAGGI. No, I don't. But I thank the witness for his testimony.

Chairman PERKINS. Let me ask Mr. Cole, then, to proceed, with the American Federation of Teachers. Go ahead, Mr. Cole.

STATEMENT OF PAUL COLE, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO

Mr. COLE. Thank you, Mr. Chairman.

On behalf of the AFT I'm very pleased to be here this morning representing our 580,000 members, and to indicate to this committee and to you, Mr. Chairman, our appreciation for your longstanding support of public education, particularly vocational education. I also serve as the chairman of the AFT Vocational Education Committee.

As I'm sure you're well aware, the AFT has a long record of support, in terms of excellence, in vocational education, as well as all elementary, secondary, and higher education in this country. We think it's very important that the Federal role and the Federal presence in vocational education in this Nation continue. We think so for a number of reasons, and those reasons certainly have been underscored by a whole host of prestigious commission reports over the last couple of weeks.

First of all, if we're going to revitalize our industry, if we're going to increase productivity, if we're going to increase our competitive edge with those who we compete with in the international marketplace, and indeed, if we're going to improve our ability to provide a strong, competent, and technical national defense, our educational system is going to have to meet those needs. And there is a special role for vocational education in that area.

While we see, in his press conference, the President indicate that the funding of education should rely on the local and the State level, we would disagree with that. We think there's an important function at the Federal level, and we view it, I guess, different from the President, that education, especially investment in vocational education, is an investment. It's not an expenditure. That it will return to this Nation and those children whom it benefits, dollars many times over.

We've seen that where we've had research in title I programs and so forth. This is the very same kind of a concept. So, it's not money expended. It's money invested.

We also think, however, that vocational education needs to have a very strong academic base. We see the critical shortage in math and science teachers and the declining scores in math and science. We don't think that the answer simply is to add more math and science at the expense of vocational education but to make sure that strong math, science, and technical education is incorporated, is integrated, into vocational education programs. That is being done very successfully in many of our schools, by the way, but we need to make sure that students in vocational education programs have very important incorporation, integration, of reading, writing, mathematics skills, computation skills, all of the things we're talking about on the general upgrading of education.

Also important, of course, those children have, though those children be not excluded from courses in social studies, where they learn to become effective citizens in this Nation and participate in our democratic fabric.

We do oppose the administration's proposal for a block grant and we do so for a number of reasons, and also the consolidation of vo-

cational education with adult education. What it has done is to sew disunity among the constituent groups. I think it's a very clever strategy, in a sense, where you consolidate a number of programs, categorical programs. You lower the funding and you pit one group against the other for the meager crumbs that are left, so that those individuals are not focusing on what truly is needed, improvement of program and additional funding, but fighting among one another.

The other problem we have, of course, with block grants is that they are not accountable, and if this administration wants, in fact, is looking for evidence that supports whether or not the dollars are effective that are going to be spent, block grants is absolutely the worst way to go to do that. We need programs that are categorical in nature and that have a strong research base so that we can find out whether or not those programs are successful.

Also, those programs do, in fact, serve national needs and if they're going to serve national needs we have to have a data base that indicates to us whether or not those national needs are being served.

We also have a problem with some of the thrust in terms of using job placement as the best measure of success of a vocational education program. Now, we think, of course, it's an important factor and we ought to look at job placement. But when we have an economy where there are no jobs, it's certainly unfair to judge a program as being unsuccessful because children have succeeded and teachers have succeeded in developing very high-level skills among children and then we call the program a failure because they don't get a job.

AFT has a very longstanding policy to evaluate programs on the basis of sound standardized, validated, examinations and tests. We think that ought to be an important component of a reauthorization of vocational education. That is, how do we know whether or not those children have succeeded and that the program is successful? The answer, we think, is a good, solid, testing program that measure whether or not they have met the goals that are set out for them, not necessarily something that simply places them into a beginning job someplace, although that should be a consideration. Certainly it's not the key consideration of whether or not a program is successful.

It's important for a couple of reasons. One is that those students will be changing jobs over a number of years and if they are just placed into an entry-level job and that's the whole goal of the program with someone who moves from place to place, from State to State, or from job to job, that does not measure their academic skills and their vocational skills. The whole upward mobility and the transition of our society, we think, would be a big mistake.

Also, we see in the recent reports and in the 20th Century Fund report and in the other reports, a call for the improvement of upgrading of teacher standards.

The American Federation of Teachers wholly endorses that. We don't condemn that. We think that's a very important thrust and we agree with it, and the Vocational Education Act ought to make sure that there are provisions in there for thorough testing of vocational education teachers as they come in. Teachers need to have a

mastery not only of the pedagogical skills but also of a content mastery. They have to know what it is that they're talking about before they teach it.

Testing of teachers coming into the field is an important part of that.

Also, teachers in service need to have an upgrading of skills on a regular and ongoing basis, and we would recommend also, as an important part of the legislation that provision be made for teachers who are currently in service to do that. Sabbatical programs, summer programs, links with industry, for example, where people can go back into area businesses and sharpen and hone their skills on state of the art machinery, and of course, there's another area that I'm sure, Mr. Chairman, you're very familiar with, and that's the whole concept of teacher centers.

We think that teacher centers can play a very important and valuable role in providing the upgrading and the training, retraining, for teachers in this area. Because that's done by teachers who know the most about it. They need to have the resources to be effective on that.

Also, we don't think that local vocational education programs should be determined solely by local labor markets. And we know there's a lot of sentiment for this and we know that a number of indutries think that it's important to have that direct link.

Now, we're not saying that it should not be part of the consideration. But where we find that local businesses or local industry more so than local businesses, determine what the programs are going to be, they can be shortsighted. We need to look beyond that.

There are examples of cases, the new schools program in South Carolina and Minnesota where those kinds of programs have been set in place where specific job training programs will be determined by local corporations, and they were very shortsighted. They set up screening processes where anybody who had any affinity to organized labor were screened out. They had programs where they said that, "We can't train the kids too well because we want them just to stay in there and if they're trained too well they might move on to other jobs."

We think there is a danger on that basis. We think, also, that businesses would look only to immediate needs and not to future needs, and that the children that we train are going to be living well into the 21st century, and it would be shortsighted, indeed, to train them solely for an entry-level job, but that they need to have a broader range of skills so that they can have a life skill that will provide a base for the rest of their life.

We also think it's counterproductive to provide tax writeoffs as a way to provide incentives. There is no way that—first of all, I don't think there's any good data base that shows that tax writeoffs are an effective way of producing jobs. A number of research reports, NIPERG a couple of years ago, as well as others, have shown all it does is it pits one State or one community against another to write off—to provide tax incentives. The corporations benefit from that and they probably would have moved there anyway. And the only place that loses are school districts like mine and States like mine who have less revenue and we're supporting those where there is no clear link in terms of whether or not they're effective or not.

Vocational education also needs, as we said before, in terms of the tax writeoff, whether or not it's working. Where you have a tax writeoff basis there's not a good research component to find out whether or not those programs are effective. So, if we're going to spend money on vocational education we should spend it in a positive, constructive way and not a backdoor approach to tax writeoffs.

Also, we think that there should be a link with the Job Training Partnership Act. It's a question of which drives which. We believe that the Job Training Partnership Act should be amended to mesh with vocational education and not the other way around. In other words, vocational education in this country, in terms of its elementary and secondary component and its postsecondary component, should not be tailored to fit very narrowly into the Job Training Partnership Act. But we ought to look at those in concert with one another and make sure that in terms of the goals of the Job Training Partnership Act, of training people, of retraining people, that we meet that need, but that the vocational education system in this country does not become an appendage to that training program.

The purpose here is for education, not just narrow training. But, of course, there's an important training component. Of course we need to be aware of the kinds of things that the Job Training Partnership Act calls for. But we need to be sure that that linkage is very, very carefully thought out.

We also think it's very important, and this committee and the Congress in terms of reauthorization can play an important role of providing an important linkage between vocational——

Chairman PERKINS. Let me interrupt just a moment.

Mr. COLE. Yes, sir.

Chairman PERKINS. The committee will recess for 6 or 8 minutes and we'll come right back because of a vote on the floor.

Mr. COLE. OK. Thank you, Mr. Chairman.

[Brief recess.]

Chairman PERKINS. All right. The committee will be back in order. I'm sorry we had to interrupt your testimony. But you may proceed wherever you left off. Go right ahead, Mr. Cole.

Mr. COLE. Thank you very much, Mr. Chairman. I just have a couple more comments. One of the things we think is very important, of course, is the linkage that should be improved between vocational education and union-related apprenticeship programs. These programs have proven themselves over the years and, of course, apprentice programs throughout history, even predating public schools as we know them, have been one of the most effective training and education programs that we know.

There are, in some places, where there is hostility between public schools and apprenticeship programs. We think that's a mistake. We think that there ought to be very close linkage and very close coordinated coordination between the two and we think it's important that the legislation perhaps offer some carrots or some incentives, for that to take place.

With respect to the advisory bodies, we do think they serve a very important function. However, we are concerned that they not be dominated by any one group. Either business or labor. But that all groups be involved in those, government, business, labor, educa-

tion. Because if we can draw from the diversity we will find, I think, that there will be strength in the recommendations of all of these. In fact, we think that's a very important concept.

Important labor involvement brings an important perspective. The role of the classroom teacher who deals with these every day is an important contribution and certainly the role of business and corporations and those people who are, of course, going to be hiring the people, the youngsters, that we educate, and the people we retrain, have a legitimate viewpoint here and government people who have an investment in it have also an important stake in terms of this.

We think all of those ought to be brought together and no one dominating but in terms of what we see in this country, a growing consensus for a partnership among all groups on an equal basis and a mutually respective basis as to what's important in this legislation, so that no one group should have a legislative mandate for a majority on these.

Also, we do—we're very, very concerned and we do abhor, as I say in my written testimony, the current administration's policy of excluding representatives of organized labor on the National Advisory Council for Vocational Education. It's absolutely ludicrous, we think, to take the movement in this country that represents the workers in this country and has so much to contribute, and for whatever reason to exclude them from a very high level and a very important and a very prestigious council. We think that's not only bad politics but it's bad in terms of what those individuals can offer the program.

Of course, we know probably the issue of funding will be addressed later, but obviously we need a substantial increase in funding, as an investment. We understand the nature of the economy. We understand the problems with deficits. But we also understand that America works when America works, that we're not going to be able to bring down deficits, or we're not going to be able to infuse new dollars into this economy unless people are back at work. And people are not going to be able to be back at work unless they have the training and the skills in order to be back at work, and they're not going to have that unless they're educated properly, and that's the role of vocational education.

So, I think that's a very important issue to look at.

Also, it's important that we not weaken very successful programs, as we have heard from Michigan and other places, through taking away Federal funds from those programs that work, simply to put them into innovative programs. There has to be a balance there. We have to provide incentives to new, effective, creative programs, that are going to be there to meet the changing nature of the work force, and the changing nature of our economy. But it's very important that while we do that we do not throw out programs that have records of very, very proven success.

In terms of postsecondary schools, it's important that we also provide loans and grants and other things that are available for those youngsters to be able to pursue education and many, many fine postsecondary schools, whether they're area trade schools or community colleges or they're universities that offer excellent programs in terms of technical training.

The loans and programs should not only be for those who are interested in engineering, but also in a number of areas of vocational education.

And finally, we think it's important that Federal funds could be provided to encourage pilot programs. Teachers by nature are research oriented. We are accountability oriented. We give a lot of tests. We want to make sure that things will work, and pilot programs are, we think, a good way of doing that.

And especially pilot programs. We think again in this new era, we hope, of cooperation between business, labor, education institutions, and Government, that what the committee may wish to look at is providing, again, some incentives to provide funds for programs that indicate a willingness and a participation of all of those groups to work together, and if we really want to encourage business and labor and Government and education to work together, there is no better way of providing them incentives than saying that we will fund programs where you indicate that partnership, and we think that that would be a very successful partnership and would provide some models for all of vocational education for the years to come.

In summary, Mr. Chairman, let me again thank you for the opportunity to appear here and reiterate basically that the American Federation of Teachers thinks that there is an important Federal role for vocational education and that vocational education should not be set aside in the sense that it really is part of the ongoing debate for improving standards all across education, and we think standards and quality and excellence ought to be the word that we apply to vocational education programs as evidenced through this legislation, as we do all programs.

Thank you very much. I'd be happy to answer any questions you or other members may have.

[Prepared statement of Paul Cole follows:]

PREPARED STATEMENT OF PAUL COLE, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO

Mr. Chairman and Members of the Subcommittee:

I am Paul Cole, Vice President of the American Federation of Teachers, AFL-CIO. On behalf of the 580,000 members of the AFT, I would like to thank the Subcommittee for this opportunity to present testimony on the proposed reauthorization of the Vocational Education Act. The AFT is, and has been, a strong supporter of the federal program in vocational education. We believe it is imperative that the federal program be maintained and strengthened. To this end we would like to offer suggestions for improving the federal role in vocational education.

The United States faces a great need, today, to revitalize industry, increase productivity, improve the skills of its workforce and regain its competitive edge in world markets. The United States must also provide a strong educational and economic base for the national defense. There are corresponding needs to upgrade the quality of education in standards, curriculum, teacher training and other educational resources. Just as there is an urgent need to improve education in science, math and other academic skills essential to our economic progress--there is no less a need to improve vocational education.

Vocational education is a legitimate and essential function of the federal government. In addition to the national needs I have mentioned, there are other national purposes served by vocational education. It is a crucial investment in the country's future, an investment that we believe will more than repay its costs. Sound educational preparation for the world of work is a national purpose particularly because of the geographic mobility of our workforce. We know that individuals educated and trained in one state or locality frequently find employment in another.

In providing education related to the world of work, we must not neglect the broader aspects of vocational education. Vocational education must include a solid grounding in the academic skills such as reading, writing,

computing and reasoning that equip an individual to deal with the vicissitudes of employment. It must include preparation for a well-rounded, productive life. This includes preparation for the responsibilities of citizenship in a democratic society.

The American Federation of Teachers opposes the Administration's proposals to convert vocational education into a block grant to the states or to consolidate it with adult education. While the Administration's proposal may be an effective political strategy to reduce funding and to sow disunity in the vocational education community, it will be disasterous for the purposes of vocational education. The block grant proposal was wisely rejected by Congress last year. Block grants would significantly reduce vocational education's ability to serve national purposes and would allow little accountability that these purposes were being served by the funds expended. It is difficult to trace the expenditure of block grant funds.

The American Federation of Teachers believes that the standards of quality must be raised in vocational education. Job placements, particularly short-term jobs, are not an appropriate measure of the success of a vocational education program. If a stagnant economy fails to provide a sufficient number of jobs, this does not mean the educational program has failed. The AFT has long supported the use of validated, standardized tests as an important measure of individual accomplishment in education. We believe that standardized competency tests, based on appropriate criteria, should be utilized on a broad scale in vocational education. Such tests in conjunction with the judgement of education professionals would provide a valid means of assessing individual progress and the attainment of program goals. Data from these tests would also provide feedback essential to improving programs.

The American Federation of Teachers views training in occupational skills

as one component in a comprehensive vocational education curriculum. Individuals must have the educational basis for learning the new skills required in a constantly changing society. In the future, we expect most individuals to change jobs several times in their working lives. Thus, they need generalized vocational and academic skills that will allow them to make the transition from one job to another successfully. Upward mobility, which is to society's as well as the individual's benefit, also requires more than training in narrow occupational skills. Accordingly, development of academic competencies such as reading, writing, mathematics, and science must continue with the development of specific job skills.

To improve the quality of instruction, the standards of teacher certification should be upgraded. The AFT supports the thorough testing of teachers prior to their being granted certification as vocational education teachers. High quality instruction requires that teachers have a mastery of the craft of teaching, as well as a mastery of subject fields. In addition to raising the standards for entry into teaching, provision should be made for the periodic renewal of teachers' subject matter skills. This could be done by means of sabbaticals, summer programs, and teacher centers. Innovation and advancement in vocational education requires that teachers have regular opportunities to refresh and upgrade the skills and knowledge they impart to students.

Vocational education must be sensitive to the needs and opportunities of local labor markets. However, the AFT does not believe that local labor markets should dictate the substance of vocational education programs. That substance should be based on sound educational judgements as to the long-term interests of society and of vocational students. Many individuals migrate from the locality of their training; local labor markets may be dominated by one or a few employers; and the present labor market does not necessarily anticipate future needs.

The American Federation of Teachers believes that some form of accounting should be made for the state and local use of federal vocational education funds. This accounting should not be such as to place a burden on the state and local providers of vocational education. However, it is ironic that educators and representatives of organized labor who deal with vocational education on a daily basis have little information as to how federal monies are used. It is futile to define federal objectives for vocational education and then have little knowledge of how the funds are actually spent. Additional means of tracing the funds would help ensure that scarce resources are being wisely used.

The AFT is opposed to any inclusion in federal vocational legislation of business tax write-offs for training. Tax deductions for training conducted by employers provide no real accountability for how public funds are spent. There is little assurance that foregone federal tax dollars will be targeted on the areas of greatest need--either in type of training or the individuals served. Furthermore, there is little assurance that the training provided will be of lasting benefit to either the trainees or the economy.

It is appropriate that vocational education be coordinated, as feasible, with other federal programs that provide work-related education or training. Linkages should be encouraged between vocational education and the recently enacted Job Training Partnership Act. However, the AFT believes that vocational education must be foremost an educational program. More effective linkages must be established with other education programs, particularly those that offer the individual additional opportunities for personal advancement, as well as with J.T.P.A. If a retooling is necessary to achieve a better fit, we believe J.T.P.A. should be amended to mesh with vocational education--not the other way around.

Another program linkage that should be improved is between vocational education and union-related apprenticeship programs. Apprenticeship programs have proven their strength over the years. They also incorporate many features of accountability by employers, unions, and the individual apprentices. Unfortunately, some sectors of vocational education see themselves as hostile competitors with apprenticeship programs. Yet, in some cases, in California, for example, model, cooperative programs do exist. The AFT believes that federal legislation on vocational education should include incentives for cooperation between vocational education and apprenticeship programs.

Local, state and national advisory bodies serve an important function in vocational education. They can provide broadly-based input into the guidance of vocational education programs. Accordingly, these bodies should be broadly representative of the vocational education community and should not be dominated by membership drawn from one interest group. Success hinges, in part, on a balanced input from government, business, labor and education. The AFT abhors the current Administration's policy of excluding representatives of organized labor from the National Advisory Council on Vocational Education.

The AFT believes there must be a substantial increase in federal funding for vocational education. Increases in funding must be adequate to meet the pressing need for expansion, improvement, and innovation in vocational education programs. Funding must also continue for the maintenance of current programs that serve important national interests. Innovation in vocational education must occur on the base of these established and successful programs. It makes little sense to weaken or destroy existing programs dependent upon federal funding simply to experiment with new programs.

The AFT believes that additional funds should be made available for financial aid to post-secondary, vocational education students. Loans and grants are essential to encourage many disadvantaged individuals to pursue the vocational education they need. The AFT also believes that federal funds should be provided to encourage pilot programs involving cooperation between business, organized labor, and educational institutions. Pilot programs, in the sharing of equipment, for example, could produce new models for successful, up-to-date vocational education programs.

This concludes my testimony on behalf of the American Federation of Teachers. I shall be happy to respond to any questions from members of the Subcommittee.

Chairman PERKINS. Let me thank you this morning for an outstanding statement. I'll delay these questions until we hear from the panel.

Mr. Reese Hammond, the director of education and training, International Union of Operating Engineers. You go ahead now. We're delighted to welcome you here this morning.

STATEMENT OF REESE HAMMOND, DIRECTOR OF EDUCATION AND TRAINING, INTERNATIONAL UNION OF OPERATING ENGINEERS

Mr. HAMMOND. Thank you, Mr. Chairman. I am director of education and training for the International Union of Operating Engineers. On behalf of my union and general president J. C. Turner, I want to thank you for the opportunity to appear before the subcommittee today.

The ground rules, if not the blueprint, for revitalization of America's education system have been spelled out in the three reports published in the past month. The National Commission on Excellence in Education, the Carnegie-Mellon study, and the 20th Century Fund study, without exception, call attention to the crisis in American education and focus attention on the consequences of inaction. Vocational education is an integral part of our national learning system and, as such, has suffered along with the rest of the system.

Indeed, a case could be made that vocational education has suffered more than college preparatory education, simply because lowered standards have siphoned off to college many young people who might have been more comfortable and successful in apprenticeship or technical careers.

Whatever the case, as the educational ship sinks, all passengers are in peril.

At the risk of oversimplification but in order to make a point, I'd like to call attention to the semantic difference between education and training. Education is the general word for schooling, especially in an institution of learning. Training is excercise or practice to gain a skill, endurance, or facility.

In the real world they're woven together in the fabric of each individual's personal development. But taken separately at these hearings, they can focus attention on the proper role of vocational education and give some insight into a proper balance between preparation for work and preparation for life.

I ask you to accept these definitions, at least temporarily, because vocational education has to be more than prejob training or our society will be thrown back to the 19th century when men of words gave orders and men of work obeyed orders and the twain never met. In the 1980's no thinking person will support this classism and American workers will not accept it.

In the decade it will take to reestablish some modicum of excellence in education, to education, in our society, it will be particularly important not to diffuse the limited Federal contribution to vocational education. Block grants, or the combining of vocational education funds with adult education funds, will tempt financially

failed State and local education agencies to favor the college bound and leave future artisans derelict.

Categorical and adequate funding for vocational education is essential to any effort to meet the critical shortage of skilled workers identified by the U.S. Bureau of Labor Statistics.

If students in vocational education do not share in the general renaissance of American education, our reservoir of skilled workers will dry up, and that drought will ultimately cripple our industrial capacity.

The new basics referred to in the report of the Commission on Excellence in Education must not be exclusively the blueprint for the college bound. Standards of proficiency for vocational education students must be required by Federal law and determined by the several States.

Indeed, the States will express their concern for the future of their skilled work forces by the standards they set for their vocational students.

Unequal education is the rankest form of discrimination. The Congress can prospectively relieve the country of this evil with reasonable, valid performance requirements for federally supported vocational education efforts.

Beyond specific suggestions about vocational education and a list of recommended dos and don'ts for the legislation under consideration, there is an overriding consideration that should guide every individual's education. Any system must explain and open options during the course of formal education. Tracking early specialization, and narrowing of options, smack of elitism untempered by equal access.

To paraphrase John Locke, "The business of education is not to make the young perfect in any one of the trades, but so to open and dispose their minds as may best make them capable of any trade, when they shall apply themselves."

In conclusion, as one who has spent the last 22 years in the development and refinement of apprenticeship and training programs, I look forward to congressional assistance in developing a vocational education system that will send us candidates for apprenticeship who can read required technical manuals, who have a basic understanding of trade mathematics, who can reason out a problem and has some understanding of education for public service and education for life, as well as education for work.

These are the ingredients for a dedicated work force and such a work force will serve America well. Thank you.

Chairman PERKINS. Thank you, Mr. Hammond. Our next witness is James E. Tinkcom, technical director, apprenticeship and training department, United Brotherhood of Carpenters & Joiners of America.

Go right ahead.

STATEMENT OF JAMES E. TINKCOM, TECHNICAL DIRECTOR, APPRENTICESHIP AND TRAINING DEPARTMENT, UNITED BROTHERHOOD OF CARPENTERS & JOINERS OF AMERICA

Mr. TINKCOM. Thank you, Mr. Chairman.

I had a quick change of status this morning. I noticed earlier that you had read my name as Dr. Tinkcom and later as Mr. Tinkcom, and the second is correct. But had I been granted a doctorate, there is no one that would have impressed me more in giving me a doctorate than had it been granted by yourself.

But anyway, I come with a little background in vocational education. I once worked in general education. I taught in junior high school. I became interested in vocational education and then also in apprenticeship, and I have an ongoing concern for vocational education, because I think it's one of the most important aspects of the educational system.

I totally agree with John Lange on his point about the counseling, or about some mode by which we improve the system by which people select vocational opportunity in the secondary and postsecondary schools. Very few of the young people today get a chance to work, to experiment, to know what even the world of work is like.

And then, at 16 or 17 years old, with no experiential background, are sometimes compelled to make a career choice that they say is going to last them the rest of their life. We deeply recommend that in occupational education, depending on the individual student, that there be given him the opportunity, 1 year, to experiment in a scheduled and articulated system, the different clusters of occupation and then some of the specifics within the clusters of occupation, so that he has an idea, an attitude, an experience, of what the workplace might be like, what the curriculum might be like, and so forth, because we simply are slotting too many people into occupational slots because there are slots open for them and there are slots available in the system, and the student wastes his time and taxpayer wastes his money if that poor choice is made.

One of the second concerns we have from the—particularly from my union's standpoint, is that there are many people in vocational education that have come to consider that the experience in the institution is terminal, that there should be no ongoing training. They come to consider that they are preparing the journeyman.

Now, in the institutional situation, particularly in the construction cluster, it is too expensive to replicate the shops and it's impossible to replicate the job-site conditions. Now, we consider that vocational education is a great preapprenticeship experience in carpentry. But we do not consider that it should be the terminal experience. We consider that apprenticeship, which is a part of vocational education—and many people fail to understand that these were born of the same act. They were supposed to support and reinforce each other, and the fact that they have drifted apart is something that should be—I mean it's a fact, but it's something that should be addressed and corrected.

We have a further concern and that's also dealing with apprenticeship and vocational-education linkage. A few years back there was a program, objective, called new initiatives in apprenticeship. This fell by the wayside but it was an excellent idea.

There are occupational offerings being made in—particularly in the postsecondary schools—that could be better accomplished if the people were actually working in a shop, working in a laboratory, or whatever, under the apprenticeship system, and taking their related training in the institution rather than paying for training in an

institution, that training being paid for by the taxpayers, and there being no income during that period, because during the apprenticeship period, in that system, you have an income.

We feel that there is probably not a more important undertaking than vocational education. We feel that there are not a better group of instructors in the Nation than those involved in vocational education. They're a very dedicated group. We feel that they need support, they need guidance, they need assistance, and we certainly will offer our services in any way we can.

I thank you, Mr. Chairman.

[Prepared statement of James E. Tinkcom follows:]

PREPARED STATEMENT OF JAMES E. TINKCOM, TECHNICAL DIRECTOR, APPRENTICESHIP AND TRAINING DEPARTMENT, UNITED BROTHERHOOD OF CARPENTERS AND JOINERS OF AMERICA

The United Brotherhood of Carpenters and Joiners has, from the very beginnings, with the Smith Hughes legislation, supported and extended vocational education. This union has made effort in every area to insure that those persons prepared in vocational education carpentry pre-apprenticeship training would be properly prepared and have ready access into carpentry apprenticeship training. For instance, the National Joint Carpentry Apprenticeship and Training Committee, of which we are one-half the membership, received permission from the Bureau of Apprenticeship Training, U.S. Department of Labor, to adjust the recommended rating form as required by 29 CFR 30 of the federal regulations, to valence vocational education preparatory training for applicants having that training seeking admission to apprenticeship. It was our opinion that applicants that had made a career choice and prepared themselves for that career should be assured, as the flow of industry allowed, entry into apprenticeship.

The United Brotherhood of Carpenters and Joiners will continue to support vocational education as long as vocational education is offered in such a manner that benefits the general welfare of the nation.

As the United Brotherhood of Carpenters reviews vocational education as offered in the field of carpentry, which includes not only carpentry but cabinetmaking and millwright work, we find that there are specific problems in the voc-ed system that require attention and adjustment.

One of the problems has long been with vocational education and that problem is how students are selected for vocational education, how students are slotted into the craft areas being offered within the voc-ed system, and how students select, among the voc-ed opportunities within a system,

the occupation they have, presumably, determined to follow for the rest of their life.

This problem has become more severe in the last few years as the American population has shifted from rural and small town living to urban and suburban living. In earlier times teenagers had a greater exposure, even before they went to work, to the work processes of industry around them, and could, during their exploratory and experimental years, get some feeling for the different occupations before they made a selection among them. At present, with the bulk of the population living in urban or suburban areas, the opportunity for a teenager to explore or experiment with the different occupations are extremely limited. Teenagers of legal working age are limited principally in their employment opportunities to fast food, car wash, menial jobs with the store chain or groundskeeping activities. They have probably not had the opportunity to even enter the premises where industrial, commercial or business activities are carried forward. Consequently, as young adults ready to enter the work-place they have no experiential background by which to judge which occupations or occupational clusters are best suited to them.

It is not realistic to assume that 16-17 year old people, without any sampling of the job market, the skills needed, and the atmosphere of the workplace, should be called upon to make a commitment that they will follow a line of work the rest of their lives, a line of work that they had little freedom to choose, or, if they had freedom of choice, little chance to know the actualities of that line of work compared to other occupations.

We recommend that occupational education specifically needs adjustment as to the manners by which students are selected for occupational offerings and by which students make occupational choices.

We specifically recommend that at least the first year of a student's occupational preparation be spent in the scheduled and articulated sampling of the many different occupational offerings. The students should have an exploratory experience with ignition systems, and carburetor adjustment, retail merchandising, the direct application of the hammer and the saw and the trowel, the atmosphere of a medical lab or cosmetology or other possible occupational offerings. At the conclusion of the sampling, the student would be more likely to make a pragmatic choice of choosing a specific occupational preparation, having had the opportunity to determine his or her abilities, interests and needs. During this year of sampling there should be a specific program for developing the linguistic and computational proficiencies of the students so that they could survive in the specific training that they are going to enter, and in the world of work upon the completion of education.

Another specific problem of vocational education lies with how vocational educational offerings are selected by the voc-ed system in the specific geographic area as that system makes effort to prepare students for employment. There is evidence that occupational training is offered in occupational areas in which there is not sufficient occupational opportunity in that area for the students to get employment on completion of training. Some of these occupational offerings are in a system because they have been there and continue to be there even though there is not a continuing need in the area for that kind of occupational preparation.

We recommend that there be written into the legislation a mechanism for evaluating effectiveness and need for each individual voc-ed program by occupational or craft area. There should be an ongoing statistical

evolution of the percentage of completing students employed, two years after completion, in the occupation for which they prepared. Each program which falls below 50% of the completing persons being employed in the occupation two years after completing should be evaluated as to the reason.

Among the reasons that a low percentage of the completing students are employed in the occupation may be that:

1. They were prepared for an occupation in which there was not adequate potentiality for placement.
2. The students were not properly selected for training and found upon completion of training they did not enjoy the workplace they had selected.
3. The training in itself was not pragmatic and realistic and did not prepare the students for the marketplace reflective of the employers needs or their own expectations.

If review indicates that the program is not functioning as intended, the proper adjustments should be made as to the numbers being offered training, the method of selecting students for training or the structure of the training itself as to content and practice.

A third specific concern of this organization is that some people in vocational education have come to consider that the institutional preparation should be the only and final preparation that a person should have for industry. This attitude is extremely harmful to persons prepared in the institution, particularly in the construction trades cluster. Occupational education in the craft areas of carpentry, cabinetmaking or millwright work, as provided in the institutional setting, cannot completely prepare a student for the world of construction employment. The institutional setting cannot provide the full scale skill/knowledge preparation in the same manner that

an apprenticeship program offers that preparation. It is unwise to attempt to supplant the apprenticeship experience with the limited preparatory experience that can be offered by the institution, even though some persons within vocational education consider that the vocational education experience replaced the apprenticeship experience in the construction industry.

Our fourth and last concern is that apprenticeship has not been broadened to extend the scope of apprenticeship, that can be offered within the linkage of apprenticeship and vocational education, to all of the apprenticeable occupations that could utilize the apprenticeship system in the preparation of persons for employment, with the voc-ed system offering the required related training in support. This organization considers that at present vocational education has placed too much emphasis on the construction trade cluster for training and has not made the necessary effort to extend training to all the other apprenticeable occupations, thereby failing to support general, commercial, industrial and technological sectors of industry with the best method of training for industry, which is apprenticeship. Further, by this limitation they fail to offer, particularly those voc-ed students in the post-secondary situation, a mode of training that provides income during training and a real work experience in the workplace. Consequently, at present the taxpayers are paying for a simulated training in the institution that attempts to simulate the real workplace, and the students are required to expend money for attending the institution without income such as they would have, if they were at their age, working as apprentices in the actual workplace and getting the related training in the institution.

We recommend that the voc-ed system be designated and obligated to carry forward those activities which were, a few years ago, described as "New Initiatives in Apprenticeship", which had as its priority the extension

of the apprenticeship system to support to the optimum level all business, technological and industrial processes.

We feel that with the implementation of the broade ing of the apprenticeship system in linkage with the voc-ed system, all of industry would be better served by a practical employment preparation, and that the fu dings for institutional training in these categories would be lessened, a.d the general welfare of all business and industry would be better serviced by voc-ed fundings.

In conclusion we offer that there are no more effective, dedicated and conscientious instructors than those found in vocational education. Their performance over many years manifests an enthusiasm for sharing their occupational expertise with students assigned them, and their unstinting efforts to make that sharing effective with those students. Their ability to motivate students assigned them by the system, the most probable reason being that the students were unable to cope in the academic situation, attests to their respect for their undertaking which inspires their students and resultantly motivates them.

We feel that these effective and dedicated instructors would be even more effective if the students coming into the training they offer were in that situation by a well made choice of their own, resulantant of the year of exploration and general experience as recommended earlier.

We further feel that these dedicated teachers take no pleasure in training in occupational areas if they realize there is no employment for the student on completion of training. An ongoing review of the need for occupational training in any occupational area would assure the instructors that their efforts were well placed, and that their students would be assured of employment on completion of training.

The American society needs to extend and provide pragmatic occupational education as never before, and the voc-ed system needs all assistance possible in gearing itself to that challenge.

Chairman PERKINS. Let me thank all of you gentlemen for your appearance here this morning, and let me ask Mr. Cole, what are the greatest problems vocational teachers face today, in your opinion?

Mr. COLE. Well, I think in a nutshell, it's the opportunity to have an impact on the program. Many of the programs that are put in place are put in place by others than those teachers who are truly the people who are the experts in the field. Now, that manifests itself in a number of ways.

One is, of course, their inability to update and change our curriculum to meet new and changing needs in the workplace. The teachers see that very directly.

A second major problem they have is the support system to provide those kinds of programs, and we have a major problem in terms of inadequate and outdated equipment. That's becoming more and more of a problem every day because of the very quickening pace of technological change in this country.

We think there are some answers to that, you know, Federal initiatives to help provide some of those things can help. But also, there could be some linkages with businesses and corporations where—and some creative hours—and we're not opposed to looking at some creative ways to attacking that. But if we look at various kinds of computer education or other kinds of education that talks about some sophisticated equipment, we may very well be able to use some of the equipment in nearby corporations or companies to accomplish some of those goals.

I think that's an important aspect.

The third point is with respect to the upgrading of their own skills, and the teachers in the classrooms first recognize when their skills get rusty. That's particularly true in terms, again, of the changing technology.

So, what we need is an important ingredient for inservice training of teachers. There are a number of approaches. Some of those I mentioned in the testimony. A good sabbatical leave, and not necessarily to go back only to academic institutions, but those sabbatical leaves could involve a semester with a corporation that's very advanced in the kind of technology and education that that teacher is working in.

Teacher centers are another important role, another important place where that role can be played by the profession itself, if they are given the support to upgrade in those areas.

There are a whole host of ways that we look at, for example, when we look at math and science teachers and that whole area, where the same principles we talk about there, of getting the state-of-the-art skills through sabbaticals and through retraining and through inservice programs can be applied to vocational education teachers.

Now, salary in terms of attracting and retaining teachers is very important and being a teacher unionist I'm not going to downplay that. But when we look at surveys of our own members and we ask them what are the most important problems you face, salary general ends up about fourth. It is working conditions. It is the kinds of materials that they need to do the job. It is the ability to have a

sense of professional self-satisfaction dealing with the kids, and I think the two or three issues that I'd put before salary are the ones that we need to address, but I'm certainly not going to neglect mentioning that.

We can't go out and hire a teacher for $12,000 and expect to compete with somebody who is going to take that same teacher in business for $20,000 or $24,000, or $25,000 and hope to attract some of the very best out of our schools.

So, of course, we need to deal with that too.

Chairman PERKINS. Mr. Lange, you mentioned that you have operated CETA programs. What kind of coordination existed between CETA and the vocational education programs and how is this changing with implementation of the Job Training Partnership Act?

Mr. LANGE. Mr. Chairman, we have operated 38 CETA training programs and probably 90 percent of those have been operated using vocational equipment and facilities. So, the coordination is that the grants are written by a special projects director in coordination with my office. We either hire the staff or provide the training or we consult back with them to produce the training.

We don't see any change in the new JTPA legislation coming down. We hope to continue our relationship with the county funding source. Currently we are the only public school institution in our county that's providing training under CETA, carryover moneys, and hopefully we will be part of that new job training partnership legislation.

Chairman PERKINS. You may ask a question, Mr. Williams.

Mr. WILLIAMS. Thank you, Mr. Chairman.

I too want to welcome each of you gentlemen to the panel today and particularly my brothers with the AFL-CIO and, most particularly, Paul Cole with whom I share membership in the AFT.

It's been said that the American schools have sustained this democratic government beyond any other single institution. That wasn't said by a school administrator or a teacher. It was said by Lane Kirkland. In 1881 the AFL-CIO passed a resolution asking for development of the public schools. Since that time working people have been in the forefront of both demanding and paying for excellency in education.

Working people have consistently and without exception, through the years, insisted that their children receive a better education than they received. I suppose the beauty of the American education system is that Americans are never satisfied with it and, as we see this past year, and most particularly, this last month, reports continue to come out which indicate that improvement is still needed in education.

With regard to those reports, and I will just assume that some of you have read all or at least one or two of the several reports that have most recently been in the news, how can Congress and the State and local governments improve vocational education to meet the criticisms and requirements for education generally that is laid out in those reports?

I recognize the question is very general but I think timely in light of the recent national attention that's been focused on educa-

tion generally and the role or lack of a proper role that it's taking in American society.

Mr. Lange, may I start with you?

Mr. LANGE. Mr. Williams, I believe that, number one, as I said in my testimony earlier, that we need continued financial support behind vocational education in this country. As I mentioned previously, as the principal of a large vocational technical center, I am caught in an economic bind of trying to keep our equipment up to date with industry's expectations. I am caught in the bind of trying to work with the student population that is behind in their reading and math skills, in training areas that require high technology, which require increased math, which require increased terminology, reading skills.

I'm also caught in a bind of a State that's heavy in unemployment, continually cutting budgets over the last couple of years. We've seen decreases in our vocational funding as well as our general education funding, and without the Federal support behind it, I don't believe we will be able to maintain a posture of keeping up with industry.

Mr. WILLIAMS. What percentage of your budget is Federal?

Mr. LANGE. In the vocational?

Mr. WILLIAMS. Yes.

Mr. LANGE. Well, in the vocational component we very actively seek Federal funds for a number of things. Probably our largest component besides the Federal match dollar that comes into the State, would be the seeking of funds for equipment, so to give you a percentage, I'd have to break it down by grants, special grants, as opposed to Federal match at the local—to the State government, which then trickles down to the local district.

Mr. WILLIAMS. Does it strike you that the Federal funds make up 20 percent of your total vocational education budget?

Mr. LANGE. I would say at a minimum, yes.

Mr. WILLIAMS. Inasmuch, then, as local and State governments provide the significant share of funding, are you making equal efforts to improve that funding source and making the same plea to them as you're obviously making to us today?

Mr. LANGE. Yes. Our community passed a bond issue to construct our vocational center, which is augmented by Federal dollars. I think that showed strong support for a $7½ million facility that our community would support probably 60 to 70 percent of the construction dollars to put that facility into operation.

Mr. WILLIAMS. Well, thank you. Mr. Cole?

Mr. COLE. Well, let me first say that I too appreciate, as a public school teacher, one who's had some interest in labor history, your reference. I would also point out that if we go back to the 1820's and look at the platform of the working man's parties in this country, one of their major planks was a call for free universal public education and if it wasn't for the labor movement in this country we wouldn't have public schools at all. So, I share that point as one that's well taken.

I have read most of the reports with a great deal of interest and I would say that the AFT welcomes those reports. We think that they are in a much different mode and form than were the criticisms of the 1960's, for example, that were pretty negative and hos-

tile, and these reports offer some very good and some very sound suggestions.

First of all, I think they are already beginning to change a national mood, which is important and which is something that Congress can help to do, to shape public opinion. The public schools in this country have been under severe attack for a long, long time, almost written off, and with such schemes as vouchers, tuition tax credits, and other makeshift things which really are not the way to go.

We see here, I think education in this country is at a crossroads. We have a terrific opportunity where the Gallup polls begin to show that people begin to see education spending as a very top priority, an important national goal. We're seeing a growing realization in those reports and elsewhere of the linkage between the quality education and our national economic and national defense help, in a sense. Those are very important things for people to understand.

While we don't agree with everything, obviously, in all of the reports, and we'd be glad to discuss some of the specifics, and as I understand it, the committee will have hearings next week when, hopefully, our president, Al Shanker, will be here to talk more specifically about those reports. I think a couple of things are important as we look at them, in terms of what we can do, in terms of setting a public mood for problem solving, that the issues that those reports raise.

One is—basically I think it's a question of standards of excellence. There had been, during the sixties and the seventies, a softening of the curriculum, softening of standards. We saw that pretty much as a reaction to some of the criticism of the sixties. I think that's beginning to turn around, and so what we're talking about and what I alluded to in my testimony, is that vocational education should not be accepted from those same standards of excellence that we're going to apply to mathematics or to science or to other areas.

In fact, a good, solid general education that includes reading and writing, computing, and thinking skills, reasoning skills, all of those ought to be an integral part of a vocational education program. I think if there's any one point that we want to make, I think that's it, that kids who go through vocational education programs, it's not either/or. It's a question of having a very solid foundation in academic skills with some training that is going to allow them to enter the job market where there are jobs available, and to continue to advance in that job market. I think that's important.

The second thing I think we see underlying most of those reports is a growing concern for consensus building, particularly a partnership among education, labor, Government, and industry, and we've also tried to touch on that in our testimony, that it's not an issue that is reserved only for public school teachers or principals or local school boards. That the importance of education in this country affects our political institutions, our economic institutions, our social institutions, affects our ability, indeed, to compete internationally and, as a result of all of those things, all the sectors of our Nation have a stake in that and therefore we ought to, I think, en-

courage that partnership, and we're more than willing to participate in that.

In fact, we have had partnerships with the Committee of Economic Development and other organizations to try to bridge what was some historic hostility among various groups.

Mr. WILLIAMS. Thank you. Mr. Tinkcom?

Mr. TINKCOM. I think there are problems, ongoing problems that still continues with occupational and vocational education, that there is a stigma attached to it. This has not been eroded much over the past few years, and particularly within the secondary—well, the secondary, but even more specific in the postsecondary—that those who are not verbal, those who are not academic, and so forth, are assigned or slotted or counseled or advised toward occupational education.

I think anything that can be done to remove this stigma should be done, because it does continue.

I think, of course, as a tradesman, I have a high regard for the performance people. I also have a high regard for the verbal people. But I have an equal regard for both.

But I think the stigma that is attached to occupational education continues and everything should be done to attempt to erase it.

Mr. WILLIAMS. And Mr. Hammond?

Mr. HAMMOND. Congressman, I think there's just one—if there was one, single thing that you would want to address in the next ensuing legislation, it would be to establish some way to measure performance by the entire system. That means by the administrators, by the teachers, and by the students themselves, and I must say that the state of the art of industrial psychology today makes the development of valid, objective work sample tests very, very simple, very easy to do. They're very good. They're diagnostic. If you haven't learned something you won't just fail. The student will understand what it was that he didn't learn.

We've had a kind of willingness to accept mediocrity in this country for the last 20 years and that may be because we've spent most of that time focusing on legal minimums rather than human maximums, and if in fact we address what a person can be and don't put any artificial barriers in the way, we're going to be on our way. But I would repeat that there's been some work done on performance measurements by a number of industrial research firms.

My own union has spent a couple million dollars developing performance standards for heavy equipment operators.

The bottom line is either you can or you can't. And that ought to be the bottom line in the kind of legislation we're addressing today.

Mr. WILLIAMS. As we move to continue to try to improve education in America under the leadership of our chairman, who has worked for so many years at similar pursuits, Mr. Perkins, your remarks will be helpful.

I found a couple of things you said of particular interest, and let me just spend a minute. With the exception, and I hope my history isn't too flawed here, but with the exception of that era which followed Sputnik, in which America really tried to establish excellency in a given area of education, primarily mathematics and science, with the exception of that the Federal Government has really

been involved in trying to level the playing field for Americans with regard to their education, rather than forge ahead for excellency. The Federal Government has been interested in equality of opportunity and access to education for all people, regardless of their color, regardless of their financial status, and regardless of whether or not they had certain handicaps.

Now, what at least two of you are saying is what I have heard increasingly the last few weeks, and that is that Americans ought to get on now with making a major charge at providing excellency in education and breaking through that, oh, kind of a self-imposed barrier that the Federal Government has established for itself and moving toward genuine improvement for all people in their scholastic abilities, and we certainly do need good performance standards if we're going to be able to achieve that.

But what we're finding, I think, beginning in America is what we're hearing from a couple of you here today, and that is that it's now time for the country to take what it has learned, and we have learned a great deal about education in the past 20 years, and in fact the SAT scores have quit declining now. We are learning what true learning and education really means and how to apply it.

Nine and ten-year-olds are now at a higher ability level than they have ever been at any time since we've been measuring, and so it seems to me that much of the efforts which Government has joined together to provide in education are now beginning to take. So perhaps we can use these reports and findings of the last year, and particularly the last 60 days, and begin to focus Government attention on a new effort to achieve genuine excellency in education for all of our people.

When we do that, I know that educators such as you and particularly members of organized labor that work at improved education are going to be in the forefront of that effort, along with Chairman Perkins. Thank you, Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Packard.

Mr. PACKARD. Thank you, Mr. Chairman. I'm sorry I couldn't attend all the hearings. I was testifying before another committee and, unfortunately, was unable to attend and hear all of the panel.

However, I certainly do have an interest in what the labor unions can do to enhance the vocational education program. I think one of the areas that all of us, including the administration, are interested in is the development of an outstanding vocational education bill.

Would labor be cooperative and interested in assisting the schools in some special on-the-job type of training in high technology areas, not an apprenticeship program per se, but skilled and technical people under the auspices and expense of labor training students on the job in cooperation with, and under the direction of the educational system?

Would there be any interest in that kind of a cooperative effort, primarily oriented toward vocational job skills? Sir?

Mr. TINKCOM. I'm from the Carpenters Union. One of the problems that could arise from that is that it's a hazardous occupation and most State laws prevent anyone under the age of 18 from being on projects. Which would, if I'm understanding you correctly,

which would preclude the average secondary vocational educational carpenter person being utilized on a job.

Mr. PACKARD. Would the unions be interested in legislation that would remove those stumbling blocks and permit students to work on the job in a training program provided that the employees and work force in general would remain protected in the spirit of the child labor laws? The concept of a labor-backed jobs training program is what I'm interested in.

Mr. TINKCOM. I think the concept is worthy, because as I addressed the point earlier, very few young people today get a chance even to experiment with what the jobsite conditions are. So, I think it would be a worthy consideration. The legal technicalities and so forth would have to be studied to see what the specific project was. But I would not say that we would negate it.

Mr. PACKARD. I think you understand the concern that I have. Although we're making an effort to improve educational processes in high technology, in language, in a multitude of other areas of deficiency in the educational system, there is a tendency to overlook and perhaps to short change that multitude of students that are not oriented toward the academics that would certainly be turned on by vocational skills.

I don't think this committee or this country can afford to neglect other areas of educational needs. We can't neglect that great body of students out there that is going to fill positions in your area of the labor market.

I think the unions need to assist us in increasing and improving that great body of vocational educational programs.

Mr. TINKCOM. Perhaps this is along the lines of our thinking, that we'll just take carpentry taught in the postsecondary institution. The people that are in that institution taking carpentry are of an apprenticeable age and would probably be better served, the taxpayer would be better served, the industry would be better served, if those people actually were in an apprenticeship situation, earning on the job, and taking their related training in the postsecondary school rather than having it offered as an institutional total training.

Mr. PACKARD. I think that we're looking at even getting them interested and giving them some direction before they reach the point where, out of desperation, they gravitate toward one——

Mr. TINKCOM. Yes, sir, that's right.

Mr. PACKARD [continuing]. Field or another in the construction or other industries.

I'm looking for a program that will provide them with the instructions early enough in their educational life so that they know where they are going and begin to pinpoint the process of how to get where they want to go.

Mr. TINKCOM. Right.

Mr. PACKARD. I'd like to hear from other members of the panel. Sir?

Mr. LANGE. Mr. Congressman, my name is John Lange. I'd like to comment on your question, a couple of areas of concerns and thoughts.

No. 1, during high employment we have found, as a person involved with the delivery of vocational education, that the unions

are very willing to work with us and have made exceptions to a lot of their rules to provide vocational experiences and exploration for our students.

During times of high unemployment there becomes a concern of whether the students will replace certain people on the job. Our State is involved right now in the construction trades industry in a lawsuit that will probably end up in the Attorney General's Office for a determination of the effects of the practice where a high school vocational program was building a home and one of the trade unions there filed a complaint that they were out of work, people in their union were out of work, and that this vocational program was augmenting or taking jobs away from union members.

So, I think partially it depends on the economy at the time.

No. 2, vocational education offers a very extensive co-op program. This co-op program basically is what they call a capstone or the final stage of vocational training. After a student has received training in carpentry, welding, or whatever, he may go on to a co-op or an internship type of experience with an employer, strictly watched over by the school system. There's a maximum and minimum hours per week type of arrangement. Also, in terms of hazardous occupations, the Department of Labor has set Federal guidelines that mandate certain types of occupations a student can do and cannot do and certain types of tasks within an occupation that they can and can't do, according to the type of hazardous conditions involved.

The co-op coordinator, who is a school district employee, will check periodically to make sure that those precautions are being followed.

With the unemployment in this country the way it is right now, we are finding it very frustrating as well as probably the unions are, to work in any type of apprenticeship type arrangements with the unions at this time. We're finding that many of the memberships are now closed and predictions, for instance, in the machine tool industry, that the average age of the machine toolist in this country is approximately 50 to 60 years old and that there will be massive job openings in the next 10 years, 9 years, in this area, we still are not being able to make any headway as to accessing that union for apprenticeships at this time.

The community colleges, postsecondary level, have had a better experience at that. But it still is difficult, I think, with the economy the way it is today, to come up with these cooperative arrangements.

Mr. PACKARD. Thank you, Mr. Lange. Yes, sir?

Mr. COLE. Paul Cole from the American Federation of Teachers.

Mr. PACKARD. Thank you, Mr. Cole.

Mr. COLE. I think we share your goal and that is from the student's perspective to have some experience and access to those kinds of skills. I guess the question is, What's the most appropriate way to do that? I don't think the answer is to ask the labor movement to subsidize public schools. I don't think that's what we're after in terms of that kind of thing, and we already have, I think, a good relationship and in my testimony I called for increased link-

age between the role of the public schools and apprenticeship programs, which I think is the way to do it.

Now, in terms of the kinds of instructions that would occur within an elementary or secondary school vis-a-vis vocational education, it would seem to me that the most appropriate way to do that is with those vocational educational teachers who are well-grounded and well-versed in those trades. As you may or may not know, many of our vocational education teachers come out of the trades. They don't learn carpentry in a college and then come in to teach that in the schools. They are experienced and many times journeymen or master carpenters, who become teachers, become certified in that.

We are very concerned about the standards and certification standards of those teachers who teach kids and have not only the knowledge of the specific vocational area but also the pedagogical skills which are important if they are going to be effective teachers.

In terms of linking the labor to the schools, we think there are a number of ways that that can be done. And an important way, as we said, is providing incentives between schools and apprenticeship program.

The other one is having a good involvement of members of labor on local, State, and national advisory committees. I lamented earlier that we have a national advisory council of vocational education and it does not have a single member of organized labor on it.

So, if we're going to talk about labor having an effective and meaningful role in education, on the one hand, we can't ask for ways of becoming involved in the schools and then at very important levels nationally exclude their viewpoint. So, I think that's an important issue.

If I could, Mr. Chairman, although Mr. Williams has left, I think it's important that the AFT have on the record just a brief comment in terms of the issue of equity and excellence. And that is that we don't see equity and excellence as mutually exclusive. We think that they complement one another and we think also that you cannot neglect equity in pursuit of excellence. So, I'm sure the thrust of his remarks is well worth pursuing. Excellence in programs does not mean that we are abandoning those longstanding commitments we have had to the issues of equity.

Chairman PERKINS. Go right ahead, Mr. Packard.

Mr. HAMMOND. If I might address one thing.

Mr. PACKARD. Yes. Mr. Hammond, is it?

Mr. HAMMOND. Yes.

Mr. PACKARD. Thank you.

Mr. HAMMOND. I've got problems with minimum wage legislation for young people, if they actually get in the mainstream of commerce, and I wasn't sure whether—I think I'm right in interpreting your remarks as meaning a kind of career exploration kind of thing, where they would actually get some understanding of how noisy it is on a factory floor, how neat it is in a nice department store, and have an opportunity to see those things and perhaps go through—get a better understanding of what people really do in a job.

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But to throw kids into the mainstream of commerce would be a pretty expensive operation, I think.

Mr. PACKARD. It is not my intent, nor do I think it would be the intent of such a program to project a student into the work role and into the employee role. Rather the concept is to provide a program that would allow students who have an aptitude toward certain skills to come to work and observe the use of equipment and facilities that the schools can't provide. In other words, the program is an extension of the school and certainly does not compete with the work force.

I'm looking for an extension of the schools that school finance will not permit. We're doing this in the high technology area right now and I believe we'll see a significant improvement in that area over the next 10 years. We're going to see a marrying of industry with the school systems in business and commerce where the related industry provides the school with business machines and computers.

I see where the technical and vocational areas could do these same things. I would be very distressed if the unions would feel that such a program would compete with their employee benefits and programs. I do not even see these students being paid. This program is merely an extension of a school or classroom under the supervision of a classroom teacher. That's what I would like to see.

But I don't believe that the schools ought to be the sole motivators of this kind of a program. I think there ought to be a cooperative effort from the unions, similar to the concept of adopting a school. In San Diego County we have an adopt-a-school program where a business, industry, or other organization adopts a specific school.

For example, I imagine the engineers would pick out an engineering school or a school that has a special classroom atmosphere for engineering, and adopt that school by financing or assisting in financing, providing equipment, and on-the-job sites, and those kinds of special programs that would really excite kids that are oriented to that idea.

I see a group of vocational students that are being left out of the thrust of this committee and out of education generally, and we can't neglect them. They are too important.

Mr. HAMMOND. I would just point out I think I learned as much from the janitor in my elementary school every time I got sent down to see him because I wasn't particularly an adept or proper student. And he really worked. And I think what you're saying is the opportunity for people to really, in effect, get their hands dirty or get their feet in the mud. That would be helpful. And under the conditions that you've outlined, I would support that kind of thing.

Mr. PACKARD. I have obviously exceeded my 5-minute limit, Mr. Chairman. But I do appreciate the comments of the committee and I really have no further questions.

Chairman PERKINS. Let me ask—all right, excuse me. Go ahead.

Mr. TINKCOM. I would, Mr. Chairman, like to address Mr. Packard, to this point. One of our greatest problems in the apprenticeship programs is attrition, after people are into it, because they have no idea what it's about. And I think that your point is well made. If they could at least go on a project for a bit I think that

they would find that the sun was hot and the rain was cold and the sand blew in their eyes and it was not for everyone and perhaps not for them. I think it would be a very good sampling and it's a point well made.

Mr. PACKARD. I think it can extend down into the junior high level very effectively. You'd have to be more selective at the elementary level but certainly the high school and junior high level are the times when kids are turned on by vocations and by such fields as music. If you don't teach and expose kids to music they're never going to learn to appreciate it, and in some cases go into that field, and that's true in vocational areas. Sir?

Mr. LANGE. If I could just make one comment as a person who has to deal with the insurance agent for our district, there is a concern on both industry's part, and I guess I could speak for the union as well as management in industry, as well as the schools' part, that depending on what occupation you want to put students in, there is always that continual threat of a lawsuit in case of an injury, or that someone will touch a piece of equipment and ruin a $10,000 or $12,000 die on a milling machine.

We have dealt with this a number of times in the past, either under federally-funded exploration programs or local district programs and it's a continual threat that's there and it's a continual stumbling block for us to work around and to take students and to put them out into the occupation and industry, under the age of 18, is a very big concern of a lot of people.

Mr. PACKARD. Every good program, though, is fraught with its hazards. And my suggestion would be not to let the negatives turn you away from even exploring. Let's find what can be done and then let's find ways to hurdle the obstacles. Every time I've tried to make any achievements, that's what I have had to do.

Mr. COLE. In our testimony, Mr. Congressman, we did suggest, I think probably as a good approach to this, and that is partnership, incentives for pilot programs where you have partnerships, but not just with the unions, but obviously if you're going to use machinery the unions don't own, it's the corporation that owns the machinery.

So, if we could have a partnership between education, labor, and business, and the appropriate governmental levels to do those kinds of things, I think it's a very worthwhile suggestion.

Chairman PERKINS. Let me ask the panel, how exactly should vocational education and the old CETA programs, now called job training programs, be better coordinated? Let me start with the gentleman from the engineers here and go on up. Go ahead.

Mr. HAMMOND. Well, the construct of the private industry councils, the 51-percent membership coming from management, and the requirement that that council, with that majority, negotiate some kind of a modus operandi with the local elected officials for a given service delivery area, I guess makes it—I think it's going to force a better interaction between vocational education and the programs funded under JTPA. Of course, there is the requirement—not requirement for—I'm not sure just how it's put and the other panel members might know better, but a cooperative effort between the vocational educators and the PIC's.

So, I think it will—there will be a little more pressure on to do it right. I could be wrong. These PIC's will choose to service deliver

the program operators, rather, the program operators, and they apparently, at least in Michigan, have been vocational systems from time to time.

It could work out but, Congressman, there are 57 different varieties. Man, let me tell you, that JTPA is just like Heinz food. There are 57 varieties because there are 57 independent political—the States and the territories and the district, and every one of them is going to be different, so we'll probably have a lot of experience 2 or 3 years from now to find out what worked well as well as what didn't work at all.

Chairman PERKINS. Go right ahead.

Mr. TINKCOM. I feel, Mr. Chairman, that there probably would under the JTPA be a closer linkage between vocational education and the programs than there was under MBTA and its replacement, CETA, because they could mushroom just overnight beside you and they had—and there were no restrictions at all on how it was done. It wasn't done through vocational education with no requirement for teacher credentialling and so forth, under the old MBTA and CETA, and I see a closer linkage developing from JTPA.

Mr. COLE. I would agree. I think there's, if we look at the language of the JTPA, there's certainly an important role for the public elementary, secondary, and postsecondary schools to play. I think the key here comes back to a theme we've been talking about a lot this morning. That's partnership and coordination between the various groups, and that there ought to be a linkage established here.

Let's understand, though, that vocational education, we are suggesting, is primarily an educational program. Job training partnership is primarily a training program, so you have fundamentally different directions but there certainly is a big overlap there.

I do think that we can look at secondary schools, especially area vocational secondary training centers and 2-year technical colleges that can play an increasing role under the Job Training Partnership Act. We face a declining enrollment, generally, around the country. We have buildings that are available. We have trained and certified staff that are available now.

We have a governance system under various local school boards that are in place, that are accountable. It's in place. All we have to do is to rethink in terms of what the role and function of those institutions are and what we argued in the AFT about 10 years ago is a concept called educare. We said we ought to begin with the children before kindergarten but that education, in fact, was a lifelong process and the public schools, kindergarten through higher education in this country, have an important role to play in training and retraining adults.

And I think when you look at the after-school and the evening hours in those institutions and they're available and the staff is available, I think that's an important concept and we very much would encourage that linkage.

Chairman PERKINS. Go ahead.

Mr. LANGE. Mr. Chairman, I mentioned in my testimony earlier that I was concerned about the coordination of a body that has 51 percent industry people. Under the JTPA, as was pointed out earli-

er, the PIC council, which is 51 percent industry people, will coordinate these grants.

I think my concern at this time is for better coordination between vocational education and JTPA is that vocational education is going to have to educate some people, particularly in the county I live in, on what we can deliver. We have some vocational programs within our county who are very traditional. They close their doors every day at 3 o'clock. They open them back up again the next morning at 8 o'clock. The equipment sits idle the entire evening.

We have other districts such as the one I work for, which aggressively seeks to use that facility. Our vocational facility is open until 10 o'clock every night and open Saturdays for training.

But I don't believe that industry totally has a good understanding of the type of training we are now providing. I think they're still thinking we're building bird houses. We have 120 businesses on our advisory committees. They come in for meetings once or twice a year. The initial reaction of every business man, woman, person, that comes into our building, upon touring the facility said, "I was not aware that this was taking place at the high school level," and I think that unless vocational education can work with these PIC councils and educate them that we can work collaboratively and provide the training the private industry 51-percent majority is going to continue to go to things like Chrysler learning, Weldor, Lear-Siegler, and private training companies to get their training provided, because they really do not believe, in many instances, that we can do that.

Mr. HAMMOND. To follow up on that, if I might, Mr. Chairman, the provisions for administrative costs in JTPA, which are limited, I guess, to 15 percent of the total amount somebody gets, Mr. Lange made a very good point because if you buy a package from a proprietary school or you send someone to a proprietary school for a tuition grant, the administrative cost is already written into the tuition or already written into the price of the course.

And so proprietary packages have a certain kind of attraction for financial purposes which they might not otherwise have if it was only on the merits of the quality of the material itself, and that is a very, very real problem, and the next time you discuss JTPA, that might be something you want to look at.

Mr. LANGE. Mr. Chairman, I would like to see, and I have heard it both ways, but I haven't seen it in print. But I would like to see some provision in there that before a training grant can be awarded to anyone that the educational, public education institutions in that area sign off that they cannot deliver that training before it is awarded to a private business training school.

Chairman PERKINS. Let me ask you: How should apprenticeship training be better tied into vocational education? You start out with that question, will you, sir?

Mr. TINKCOM. Apprenticeship, I said earlier, not to whip a dead horse, I think apprenticeship could be better tied in with vocational education if those principal occupations that are identified and, as I say, under this new initiative was described, if those apprenticeable occupations could be set up and operating as apprenticeship with the vocational education school doing the related training.

I think that would greatly extend the dollars.

We have within the construction industry, my union has it in place throughout the Nation, a negotiated training fund. This is a journeyman contribution per hour into a training trust fund. It was very imaginatively started in 1960 with 1 cent per hour. Now in some parts of the country it's as high as 20 cents an hour. And this garners for the training carried forth in joint by the union and management, this garners about $35 million a year for the implementation of apprenticeship training.

Now, they have been able to build schools and so forth and so on. They do continue to receive, from the old vocational education moneys, moneys to support teacher pay, i.. 'ructor salary, and so forth.

I feel that all of industry, if they were educated in this and advised of this, all of industry, would be very happy to implement and conduct apprenticeship programs contributing very heavily from the industry itself, with the expertise of the vocational-education institution to carry forth that which was originally called "related training or technical training".

Mr. PACKARD. Mr. Chairman, would you yield, please, for a moment?

Chairman PERKINS. Go ahead, Mr. Packard.

Mr. PACKARD. In line with that concept, is there any apprenticeship training program in place now where there has been any effort to give or arrange for school credit?

Mr. TINKCOM. Yes, there are. In the postsecondary schools where most of this is offered, many of the credits there are granted toward an associate of arts degree.

Mr. PACKARD. I'm even talking about high school.

Mr. TINKCOM. No, I'm talking about postsecondary.

Mr. PACKARD. You're talking about postsecondary?

Mr. TINKCOM. Yes.

Mr. PACKARD. I'm lool g for a work experience program where credit is given. Often, s ents who are not academically oriented struggle to get a high s ol diploma in our schools which are oriented for academic diplo as. Sometimes credit can be given in vocational education programs, even at the high school level. I'm wondering if there's anything in place at the present time that follows the chairman's concept, but for credit?

Mr. TINKCOM. Yes. We have written in our national standards, and most national standards do carry that prior credit can be given toward the term of apprenticeship on the completion of a satisfactory vocational-education preparation. Is that what you're asking?

Mr. PACKARD. Yes, and are you getting the cooperation from school districts that actually give them legitimate credit toward graduation?

Mr. TINKCOM. OK. I think we're into two different things here.

Mr. PACKARD. Well, and I'd like to pull it to where we're on track.

Mr. TINKCOM. OK.

Mr. PACKARD. What you're doing is commendable, but if it doesn't help a student to get a diploma, I think we're missing an opportunity, although it doesn't mean that these students are not trained in a craft.

Mr. TINKCOM. Right.

Mr. PACKARD. Nevertheless, they're still missing an opportunity of picking up a diploma at the same time.

Mr. TINKCOM. Perhaps Mr. Cole could comment.

Mr. COLE. Yes, there are in existence dual enrollment programs, and while I'm not an expert on the one in California, there is a California model, where students can receive credit in both.

What we will do, Mr. Packard, is to get you information on that.

Mr. PACKARD. In California I know that we do have a work experience program. I've had students come to my dental office and receive training. But I'm looking now at your vocational area.

Mr. COLE. It's not a work-study. We're not talking about generally a work-study program that many of our schools have, where kids go out and be a cashier in a local supermarket or something of that nature, some of which I question the value of. But we're certainly not opposed to that idea as long as the academic standards stay in place and the kids are educated with a good, sound, academic education in addition to providing those opportunities.

In other words if we can say that—there's nothing sacred about a student having that experience on a school site. We agree that as long as the academics are in place and as long as there is certified teacher supervision and all those things are important ingredients, that students can lead the school fight and have that kind of involvement.

Now, with—especially that would be true with apprenticeship training programs. In fact, we're not only opposed—not only do we not oppose that; we urge that linkage and cooperation.

Mr. PACKARD. Well, I certainly do not wish to have students short-changed on the academic requirements for graduation. But, you know, we do have different tracks. We have a college entrance track. We could have a vocational track. Also we could have other tracks that would have different standards to a degree.

Perhaps Mr. Lange?

Mr. LANGE. Yes, Congressman, I just want to say that in our State we have a provision, what we call less than class size contracting, where we have two or three students who want to, say, study the heating and air conditioning field, that school district cannot afford to provide that training, they will contract with a private industry business. It will be coordinated and supervised by a school representative who will visit that program. They will work out a curriculum with that company. And the training will be provided on the job as part of their normal learning experience with credit and it could take up to half of the student's day at that business site.

Mr. PACKARD. Thank you. I appreciate the chairman yielding. Thank you.

Mr. HAMMOND. I've got, again, a little problem, Mr. Packard. I'm a little bit concerned at tracking as a kind of fascination. Nobody comes out of the womb with a stamp on their rear end that says—or certainly none would admit it—that says "labor organizer" on them, nor dentist, nor Congressman, nor anything else. And it just seems to me that late starters and late bloomers, what you might have, or kids that find it difficult to be channeled, sometimes over-

achievers. They really get in trouble when they are tracked or put into a bottle before their time.

In other words, the concept of—and you have to be realistic; I appreciate that. Not everybody is going to be an atomic physicist.

But, nevertheless, the vocational education experience should expand options, not narrow them. If, in fact, putting people into classifications if a vertical kind of thing, like you gradually pull down into a bottle marked "cabinetmaker," then it seems to me the proper role of vocational education should be antivertical. It should throw out more options, not to the extent of ignoring some basic skills, but what's more basic than reading or understanding English?

I am concerned, and we need driver education. All of our fellows that run big rigs have to have good driving education. But I'm concerned when driving education and cooking count as much toward a high school diploma as English, and I'm concerned when 35 States only require 1 year of math for a high school diploma. Thirty-six States only require 1 year of science for a high school diploma. You begin to wonder what a high school diploma really means.

And I stuck my nose in again, Mr. Chairman, because we are concerned about tracking and we'd prefer that those options expand. We've gotten kids in the Job Corps that had been specialized to the point that they were thrown out of their schools and they were either going to go into the Job Corps or in the can—into jail. And we've just—some of them have just blossomed magnificently. So, they're out there and I caution against early terminations.

Chairman PERKINS. You go ahead and comment, Mr. Lange.

Mr. LANGE. I think we've gotten off the issue. Can we go back to the question again? The question, as I understood it, was can the schools access the unions?

Chairman PERKINS. The question that I wanted you to comment on is how the apprenticeship training should be better tied in to vocational education.

Mr. LANGE. Again, as I mentioned earlier in another statement, that our problem is that, particularly now with the economy down the way it is, that there are no positions around for us to access into the unions for apprenticeship. There is a small amount of that going on at the high school level.

There is more emphasis for this at the postsecondary level, for a number of reasons. One of them is that many of the apprenticeship programs require an on-the-job components and an academic component, and employers do not like to deal with a student under 18 years of age. The third point that I'd like to make out is that at the high school level it's difficult because many of the apprenticeship programs, the companies are looking for some type of college credit to offer their employees, and at our level, the high school level, secondary level, we just cannot offer as much credit at the post-secondary level.

Our students earn postsecondary credit while attending our center at the high school level, if they enroll after they leave us in a post-secondary institution that will accept our credit. Our students can earn upward of 15 credits just by completing their high

school vocational program and then enrolling in the same vocational program at a community college.

That has been a good lever and it's called articulation, by the way, and it was federally funded at one time. It has been a good lever to insure that students continue their education and pursue an apprenticeable occupation.

But, again, with the economy the way it is, we just have not seen the massive openings that existed before for the apprenticeship program.

Chairman PERKINS. Let me ask all of you gentlemen, there has been testimony against tax credit for job training. What do you think of tax credits for business to donate equipment to the schools? I'll begin with you, Mr. Lange, and go across the table.

Mr. LANGE. Many businesses have donated equipment to our facility already. The automotive industries have donated new 1983 cars for us to work on. I am in favor of that move that's going on and I understand it's in the Appropriations Committee at this time and I read something last week that came across my desk on it.

Chairman PERKINS. I'd like to know if there's a consensus of opinion. That's the reason I'm asking all of you gentlemen to comment. Go ahead and finish your statement. We'll get everybody.

Mr. LANGE. I think that I'm in favor of it, I guess, the bottom line, in that it adds incentives for business and industry to make donations to us. Many times they donate things that are of no use to them and sometimes there is a high cost for us to refurbish them to get them back up and running. But at the same time, many of their donations are very worthwhile and we commend them for their thoughtfulness and donations to us.

Chairman PERKINS. Mr. Cole?

Mr. COLE. Well, I don't think we see any major objection in the sense of the equipment, as long as it's not a dumping ground for old stuff and that it's state-of-the-art equipment and that teachers have an inservice opportunity to become competent in the use of that equipment so that, in fact, it doesn't just sit there, they're able to use it.

The initiative, I would think, by and large, should come from the education institution in terms of the equipment they need, and not necessarily a corporation hunting around to get a tax credit to dump a piece of equipment.

Chairman PERKINS. Go ahead, Mr. Hammond.

Mr. TINKCOM. Well, as Mr. Cole said, if the equipment is current, and that which is the state of the art in the industry, it's very commendable. Because the school systems just don't have enough dollars. If, as he says, they're simply dumping junk on a school to get a tax writeoff, then it's not very attractive.

Mr. HAMMOND. An excellent question, Congressman, and there's a difference that could be affected. I think that there's a consensus here that donations of things are good. But the tax law now provides the only relief, the only credit, a fellow gets is if he donates the title of the equipment. And that leads to the kind of fears that have been expressed here. You get stuff that is wornout or outmoded or that kind of thing.

And I'd like to suggest that you pursue the possibility of modifying the 1969 tax laws to provide for some kind of credit for an ex-

tended loan of equipment. Because I think you'd be more inclined to get current models and that type of thing. The way things stand now, if we go to a contractor and want to borrow a bulldozer for a particular training course, he can loan it to us and he doesn't get any kind of consideration at all.

He'd give it to us except it just cost him a quarter of a million dollars, so he doesn't want to give that away, you see, and he wants it back in the spring when work opens up, and I'm sure that beyond the area of heavy equipment, which its seasonality is pretty obvious, that that ought to be explored, the possibility of some kind of tax credit for measurable, extended loans of equipment.

Chairman PERKINS. Now, let me ask you, all of you gentlemen, another question. Could each of you tell us, based on your own experiences and knowledge, what type of job areas are going to grow in the future? Are we going to have many new high-technology jobs, as some say, or are we there is going to be modest growth, or do you think there's only going to be modest growth in the high tech jobs, and more of a growth in service area jobs, as others contend, and what is the role of education in all this?

We'll start with you, Mr. Tinkcom. Of the apprenticeship and training.

Mr. TINKCOM. In the construction industry, the high tech, particularly in carpentry, is not going to develop so fast. In fact, we're seeing systems being developed that require significantly less technology for the operator to understand.

As to the general direction, I really don't know. I'm not from that industry.

Chairman PERKINS. All right. Go right on around. Go on.

Mr. COLE. There's a wealth of statistical data, of course, coming out on this question, and as I sift through it, it seems to say that high tech is not the savior for the 1980's and the 1990's, that there certainly will be some, and there may be 5 percent, and we need to make sure that training programs do prepare people for those.

In addition, there will be a tremendous growth in service and information areas, many of which are not highly skilled, that we have to look at.

More importantly, I think two things are true. One is that the job market will be changing and as Fletcher Byrum of the committee for economic development told one of our AFT committees, he spent, in his corporation, large sums of money to predict what the jobs would be in his company 10 years from a given date, and what he found out was that almost all of those predictions weren't true because of the changing state of the art of technology and so on and so forth, which I think there's an important point to be made, then, and that is that because the job market will be changing, and because we may look in broad areas, in health care and so on, that the specific nature of the jobs will probably be changing so much that we may not recognize them in 5 or 10 years.

The broader question, then, is what implications does this have for vocational education? And I come back to the point we made earlier, and that is that we should not train youngsters for specific entry-level jobs that will disappear in 5 years, but they need a strong academic program and also some orientation into skills and

technology so that they can change too, with very modest upgrading of skills to a changing job market.

Chairman PERKINS. Go ahead.

Mr. LANGE. Oh, I would agree with many of the statements just made. A couple of things I would like to point out, No. 1, is that there is a lot of data available on what the future's going to bring in the job market, and not all of it is consistent. No. 2, that I think the use of the words "high tech" is becoming overused. The class term that we all hear right now is "robotics". We had 17 industrial digital electronics industry people in the other day for an advisory committee meeting. Two of those were vice presidents of robotic firms. They said they're getting tired of hearing the term "robotics" in terms of training because there are not going to be that many jobs in robotics, that the supply and demand of that training occupation is already flooded, and that we should look on to other things such as digital equipment repair and things, automated equipment repair, rather than just strictly staying in the robotics area.

But I do believe that there will be an increase in the service industry and this will be a result of the takeover of the automation of the manufacturing processes. I think that in terms of vocational education, vocational education is going to have to work closer with the adult education segment, in terms of retraining older workers with new types of technology that they're going to find. It may not necessarily be extremely high technology, but the case I pointed out just in the automotive industry with the new computerized scopes, the older worker who has worked in the autoshop and has tuned a car with a timing light is going to find himself unable to communicate with the vehicle in terms of diagnosing any problems, unless they are retrained.

And I do agree that part of our goal should be to provide a very good basic education that will be a stepping stone to a more specialized training and the ability of a student to react to changes in the industry in the future.

Chairman PERKINS. Mr. Hammond, you go ahead. Go ahead, Mr. Tinkcom. You can go ahead. We want to know your views on this subject.

Mr. HAMMOND. The real future, if you've got a nephew or a niece that wants to make a good living, I would say that the servicing of mechanical systems has got to be a big one, diesel enginemen. I don't know what the last time was you got your car fixed. You may have a good mechanic. But we need a lot more automotive mechanics. And what that means as far as vocational education is concerned, we should be concentrating on problem-solving skills. In other words, not simply how the system is supposed to work, but how you find out what's wrong with the system when it doesn't work.

Chairman PERKINS. All right. Let me ask the gentleman from Westland, Mich., Mr. Lange, if I understood you correctly, you stated about one-third of your attendance was disadvantaged. Is that correct?

Mr. LANGE. That's correct, special needs.

Chairman PERKINS. Do you think that—have you concentrated on that one-third more so than the regular youngster or adult that

is attending your school, to see that they get training? Have you given any preference to that disadvantaged student? And do you feel that they deserve that advantage?

I mean more consideration for training.

Mr. LANGE. Well, first let me address the first part of the question. We have applied for and received Federal funds to add supportive services, called the special needs program for those students.

Chairman PERKINS. Have those funds been adequate for the disadvantaged?

Mr. LANGE. We are successful with our program. Many of these students, when we say disadvantaged or special needs, we're talking about either educably disadvantaged, bilingual, or handicapped, and we provide supportive services to those. Our main type of service is where we have five to eight students in a vocational program who are special needs. We provide a teacher assistant to supplement the teacher in there and to work specifically with those students.

They are put on a prescriptive type of an arrangement where specific performance objectives are written for those students and they are expected to meet them and they are monitored.

In addition, we have applied for Federal funds to work with reading and math competencies within our building, and as I pointed out in my testimony, industry's manuals that our students will work with after leaving our facility, the lowest of which is an 8th grade reading level, and one of those, that's in autobody that we have found—from there they jump up into the 9th, 10th, 12th, and 13th grade reading level.

We have surveyed our students, for instance, in our adult population. Thirty-two percent of our adults cannot read above the eighth grade level. So, therefore, we view those services as necessary.

I guess my consternation is the average everyday student who comes in the door isn't always given the same supportive services and is expected to operate on his own.

Chairman PERKINS. Does anybody else have any more comments? I'd like to make a statement that you've been most helpful to the committee today. I appreciate all of your appearances and I'll look forward in the future to have you back sometime.

Let me—there's no one here for the minority—but I think it's been a very fruitful session today to discuss the problems as I see them. You've made wonderful witnesses.

The committee will now stand adjourned, but we thank all of you.

[Whereupon, at 12:00 noon, May 18, 1983, the hearing was adjourned.]

[Additional information follows:]

ANTONIO B. WON PAT, M.C.
Territory of Guam

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Congress of the United States
House of Representatives
Washington, D.C. 20515

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ARMED SERVICES
SUBCOMMITTEES:
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RESEARCH AND DEVELOPMENT
INTERIOR AND INSULAR AFFAIRS
SUBCOMMITTEES:
CHAIRMAN, INSULAR AFFAIRS
PUBLIC LANDS AND NATIONAL PARKS

May 18, 1983

Honorable Carl D. Perkins
Chairman
Subcommittee on Elementary, Secondary
& Vocational Education
B 346 C RHOB
Washington, D.C. 20515

Dear Mr. Chairman:

In view of the fact that the subcommittee, which you chair, is holding hearings today, May 18, 1983, on the reauthorization of the Vocational Education Act, I would like to submit this letter in support of such reauthorization. I would also like to submit supplemental testimony provided by the officers of the Guam Advisory Council on Vocational Education, by members of the Guam business community, and by a parent of graduates of the Guam Community College.

Reauthorization of the Vocational Education Act is vitally important to the Territory of Guam in order to continue funding the needed activities of the Guam Advisory Council on Vocational Education and the programs and projects of the Guam Community College.

The Vocational Education Act of 1963 required states/fund recipients under the Act to establish State Advisory Council on Vocational Education. The Guam Council assists the State Board of Education in developing a five year State Plan, and Accountability Report and a system for evaluating vocational education programs. It must also consult with the Manpower Services Council to analyze local labor needs and demands, assist in developing programs to meet these needs, and finally to conduct an annual evaluation of the vocational education programs to determine the relevance of the curricula to labor needs.

Instructional programs in the areas of general education (Adult Basic Education and continuing education) and occupational education (vocational, industrial, and technical training) are offered by the Guam Community College (GCC). More specifically, the GCC grants high school diplomas (including GEDs); associate of arts degrees; certificates of training; and journeyman certificates. In 1980 it served 3150 students: 550 full-time equivalent adults and 2600 students. The majority of the student body is "disadvantaged" in the sense that they possess limited English-speaking proficiency.

The GCC still has many objectives to achieve and needs funding assistance as authorized by the VEA, to attain these objectives. One goal is to train local laborers to replace alien labor in various industries, especially construction. For each quarter of 1981, approximately 2,000 foreign laborers were on Guam under the H-2 program. In previous years the average number of alien laborers on Guam was higher, varying in ratio from 1:6 to 1:7 as compared with the local civilian force. The GCC presently

receives input concerning manpower needs from the military sector through Navy and Air Force Advisory Board members. In 1981 the Department of Defense employed on Guam a civilian force numbering about 5,300. The Navy Apprenticeship Program is quite competitive and sought after; however, in 1981 it only enrolled 52 students and graduated 19 in a limited number of skill areas. The GCC would like to oversee all apprenticeship programs and develop new ones in other fields to coincide with a changing economy. (See testimony of E.L. Gibson)

Finally, when reauthorization is considered, raising of the cap, imposed by the Omnibus Reconciliation Act of 1981, on VEA funding should be considered as well.

Sincerely yours,

ANTONIO B. WON PAT
Member of Congress

Enclosures

SUPPLEMENTAL TESTIMONY

A. Letter/s from Governor of Guam & Executive Director, GACVE

B. Testimony from members of business community

C. Testimony from a parent of GCC graduates

D. Employers' Survey of Guam Community College Graduates

E. Chart interpretation of Employers' survey results

Territory of Guam
OFFICE OF THE GOVERNOR
AGANA, GUAM 96910
U.S.A.

APR 22 1983

MESSAGE FROM THE GOVERNOR

Guam is a growing territory with a good number of investors looking into Guam's economic growth. The development of this territory's resources and economic growth depends largely on our ability to prepare our citizens for meaningful employment. Much of our success in this area will rely on a strong vocational education program.

During this era of increasingly advanced technology and automation, it is important that we keep up with the many changes and innovations that affect our daily lives as we strive to achieve greater economic development and create more jobs for all of our people. We must ensure that a well-trained and skilled labor force exists to match the needs of new and expanding businesses and industries. We strongly believe that vocational education can play an important role in economic development through the preparation of a large pool of trained workers, including workers in highly skilled occupations, and through the upgrading and customized training and retraining of other workers.

We congratulate the excellent working relationship that exists between the State Board for Vocational Education and the Guam Advisory Council on Vocational Education in their endeavor to improve the quality of vocational education in Guam.

EDWARD D. REYES
Lieutenant Governor of Guam

RICARDO J. BORDALLO
Governor of Guam

GUAM
ADVISORY COUNCIL ON VOCATIONAL EDUCATION

P.O. Box CK
Agana, Guam 96910

May 5, 1983

477-7661

The Honorable Antonio B. WonPat
U.S. House of Representatives
2133 Rayburn House Office Building
Washington, D. C. 20515

Dear Congressman WonPat:

In the forthcoming reauthorization hearing of the Vocational Education Act, we are trying to solicit statements of concern from different individuals to make sure that the vocational education delivery system remains intact and that Guam be provided maximum assistance in terms of funding and support. In that respect we request your valuable assistance.

We are privileged to have supportive statements from trade, labor and industry groups on Guam and private citizens regarding the overall assessment and the condition of the vocational education system in Guam. The following groups provided statements of support: The Guam Contractors Association; Guam Chamber of Commerce; Pacific Management Resource Group, formerly Employers Council; Homebuilders Association of Guam, and private citizens.

The Guam Advisory Council, created under P.L. 94-482, is mandated and delegated with responsibility to see to it that the Vocational Education Program in Guam, under the jurisdiction and authority of the Guam Community College, meets the standard requirements of the law and addresses the employment needs of the territory in terms of skilled workers and meaningful employment. For more information please see the attached memo.

We thank you for whatever assistance and help you can provide us.

Very truly yours,

Zeny Castodio
Executive Director

enclosures

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TESTIMONY IN SUPPORT OF
VOCATIONAL EDUCATION

Submitted by: Mr. E. L. Gibson
Executive Director
Pacific Management
Resource Group

PACIFIC MANAGEMENT RESOURCE GROUP
A private non-profit corporation

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P.O. Box BV
Agana, Guam 96910
(671) 472-6730

P.O. Box 528
Saipan, Commonwealth of the
Northern Mariana Islands
(671) 723-6616

E. L. Gibson
Executive Director

Ms. Zeny Custodio
Guam Advisory Council on
Vocational Education
P.O. BOX CP
AGANA, GUAM 96910

APR [illegible] 1983

Dear Ms. Custodio:

I am pleased to provide you with a statement in support of vocational education in Guam. Please take the necessary steps to place our comments before appropriate officials who will decide the future of this important program.

Vocational education can make a solid contribution to new efforts in Guam directed toward economic rearmament. There is a continuing need to develop a stable, competent workforce to displace the many aliens now imported to this island and quality vocational education can do this. Vocational education is not only an investment in Guam; it can be an even more important asset to America — therefore, reauthorization of a national vocational education program is a matter of urgent national and local interest.

The Pacific Management Resource Group, formerly known as the Guam Employers Council, has taken an active interest in vocational and technical education since 1976 when we were first invited to send a representative to serve on the Guam Advisory Council on Vocational Education. Since then, either the President of the Employers Council/PMRG, the Executive Director, or individual members of the Board of Directors have served on the GACVE as active, interested participants in the vocational/technical education process.

Our colleagues in the Guam Contractors' Association and the Guam Chamber of Commerce have monitored vocational education and technical training programs and have been pleased with the significant progress made — particularly since the establishment of the Guam Community College.

We believe the concept of vocational education has an unlimited future in Guam. At one time, post-secondary education in Guam was a prohibitively expensive luxury here. A few families who could afford to do so sent young people to the mainland colleges and universities — and the resulting educational product was impressive. With the establishment of the Territorial College, many promising students were able to obtain college degrees here at home. Federal and local programs made it possible for virtually anyone with the right amount of determination and initiative to get a college education in Guam.

Later, as Guam began to develop into a trade and industrial center in Micronesia -- and as the need for technically skilled employees became acute, we perceived the need to provide young people -- and older workers -- with learning tools needed in new fields: construction, hotel and food service trades, office work. We had enough teachers, philosophers, public administrators, and business managers. We needed technical employees.

The Vocational Technical High School and now the Guam Community College have met and are meeting that need effectively. With GACVE assistance, GCC has fulfilled its responsibilities to the business community with dedication, flexibility and careful attention to cost.

Our vocational education institutions in Guam discerned employment trends early on and responded with courses and graduates that are meeting many of the employment needs in the private sector. Courses in construction and mechanical trades have made it possible to reduce the number of alien workers imported to Guam in decades past -- this is true, in spite of a serious downturn in construction activity over the last 45 months.

The PHRG and the Private Industry Council urged GCC to provide word-processing training to students in the secretarial training program because more and more private sector companies were buying and using these systems. This is being done now and business is able to provide higher wages to graduates with this new skill -- the money coming from employer savings in post-employment training that was formerly necessary to bring new office workers up to par with current technology.

In the case of our own organization, we have two GCC graduates on our staff; a third student from the same GCC program works for us part-time. These employees came to us "ready for work" and did so with only minimal orientation. They interviewed well, their attitudes are very good and their work is more than satisfactory. They may be young, but their skills are good. All they need is seasoning.

One surprising thing about these students is: they have finished part of their learning but are eager to learn more. While they still have the desire -- and the ability to grasp new knowledge quickly -- some businesses are sending these graduates on to post-secondary courses, on company time and at company expense.

One of the most visible -- and ultimately important -- examples of cooperation between the vocational education community and the business sector is the recently established "apprentice" training program for hotel and restaurant employees. Conceived by a PHRG Board member who is also the President of the Guam Hotel and Restaurant Association, this extraordinary porgram is training the future employees of Guam's burgeoning hotel, restaurant and visitor businesses. Tourism is a growth industry in Guam and vocational education will make it possible for more island residents -- not imported aliens -- to have careers in this field.

As Guam moves more rapdily into the service and information industries, GCC and the vocational/technical training will become an even greater asset to the business community. Older workers whose skills need sharpening or re-shaping will find themselves in voc-ed classrooms, not in dead-end jobs. We are confident that the vocational education community and business will find new ways to work together in Guam and past cooperation will be pale in comparison to what is in store.

There is one comment consistently heard at meetings of the business community, it is: we get more than our money's worth when we invest in vocational education.

We see the results; we see them quickly and we are pleased with the efficiency and productivity that come with voc-ed. In conferences we have co-sponsored with CACVE, we've found that vocational educators have been listening and; they've acted on what they heard from business, and business, in turn, is eargerly taking on the finished product and putting the graduates to work.

The Pacific Management Resource Group vigorously asserts that the continuation of a territorial advisory council on vocational education will further influence the growth of vocational and technical education in Guam and will prevent our people from losing a valuable method of insuring their continued personal success. We strongly urge that measures be taken to insure the continuity of our Guam Advisory Council on Vocational Education.

Respectfully,

F.G:mec

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TESTIMONY ON THE VALUE OF VOCATIONAL EDUCATION CURRICULUM AND DEVELOPMENT OF GOOD VOCATIONAL TRAINING PROGRAMS.

Submitted by: Mr. Leo Macaraeg
Public Relations and Information Office
Homebuilders Association

April 11, 1983

I am Leo Macaraeg, Public Relation & Information Officer of Homebuilders Association of Guam, and President-General Manager of L. T. M. Construction Company, Inc., with P. O. Box 22471 GMF, Guam 96921.

Our organization has long recognized the intrinsic value of vocational education curriculum and developement of good vocational training program for young and adult citizen of this Island.

All over the world, the industry is feeling heavy the impact of rapid technological changes on occupational matter and the need of business for skilled erployees.

A unified vocational training system for young and adult, handicapped and the disadvantaged incorporating the resources of various service provider should be developed. Also, we take the position that program providing training for employment upgrading the skill for job currently held or career advancement should be given preference in funding.

We are the direct user and buyer of the community college. We find that the trades and technical career in terms of construction trade, computer programming,secretarial courses and other trade skill program in our State Community College known as Guam Community College has provided lot of opportunity to young and adult citizen both male and female. It gives great encouragement to pursue on this career opportunities due to the demand of the industry and good employment. Our interview with the graduates revealed that they feel they are heading towards right and progressive direction and lot of good opportunities for employment especially for those who cannot pursue higher education.

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The Homebuilders Association comprising of construction trade industry felt the need of a continuous support to vocational and training program. We are congratulating the effort of the Guam Advisory Council on Vocational Education in its responsible role of providing necessary assistance and advisement to the State Board of Control in addressing labor market need for highly skilled workers, responsiveness to changing labor market conditions, interagency cooperation, coordination among educational institution and private sector participation in planning, evaluating and monitoring State Plan on Vocational Education.

We hope that the authorities see the light of the foregoing statement.

LEO T. MACARAEG

TESTIMONY IN SUPPORT OF CONTINUED
FUNDING AND ASSISTANCE TO VOCATIONAL
EDUCATION PROGRAMS AND SERVICES

Submitted by: Mr. Roger Sardea
President
Guam Contractors'
Association

I am Roger Sardea, President, Guam Contractors' Association, P.O. Box BV, Agana, Guam. The Contractors' Association is a private, non-profit corporation comprising the construction industry group of the territory of Guam. I am presenting this testimony in support of continuing funding and assistance to vocational education programs and services established under Title II, U.S. P.L. 94-482, the Vocational Education Amendments, the statute requires authorization and appropriation of funds to states, possessions and territories for vocational programs and services. In order to receive these funds each state and territory must establish an advisory council of lay people who fill specific categories which lend expertise to overall vocational planning as related to vocational needs.

The potential of the territory of Guam is great in terms of business and trade development. The momentum has started and it is in progress. Business and industry are looking forward to establishing their footholds in Guam. To achieve further growth we need to be ready with labor skill and trained manpower to meet the demands of trade and industry.

We are looking forward to a good and positive vocational education and training program in Guam. We need to continue to further develop a strong, progressive technical/industrial trade school. We believe that one of the important components of a vital trade and industrial/technical program is a strong and active advisory council working together with the State Board for Vocational Education and the Guam Community College. The Guam Advisory Council on Vocational Education provides such involvement and advisement.

In current times, as we experience declining enrollment, limited financial resources and staff reduction, it is more important to work with representatives

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from business and industry to ask their assistance in providing information which will keep our education program in curriculum to meet their employment needs. It is also important that planning and public relations programs are initiated to apprise the community of the opportunities available to students who would like to enroll in trade, industrial and technical programs.

The Guam Community College is mandated by law as the official training institution to develop and train in the areas of technical, industrial trade and vocational education programs. The Guam Advisory Council on Vocational Education provides a vital link and is a strong and positive force with the state planning board in the development of progressive vocational training programs and education that addresses the manpower needs of the country. It also serves as a public relations liaison to the community in disseminating information about vocational education programs, employment and job opportunities for handicapped, disadvantaged and adult students. It offers equal employment opportunity to all and strongly emphasizes the sex-equity provisions and opportunities.

The Guam Advisory Council offers a check and balance to oversee federal funding as spent on vocational programs, objectives set forth in the State Plan, and monitors the Accountability Report. This accomplishment has been perceived as a vital link to business and industry. I am fully aware of the great function and responsibility of both the State Planning Board and the Advisory Council and the end result of their combined effort to work more closely with the community in the furtherance of vocational education programs. My company, Black Construction, is heavily associated with GCC in apprenticeship training and my secretarial staff and computer programmers are all products of GCC, and I can safely say I got the best of the crop.

We are looking forward to more federal assistance and support for vocational programs and services.

Roger A. Sardea
President
Guam Contractors' Association

PREMISE FOR TECHNICAL EDUCATION'S "DESIGN FOR THE EIGHTIES"

IMAGINE HAVING THE POWER TO SAVE EACH GUAM HOUSEHOLD SEVERAL THOUSAND DOLLARS A YEAR. BY 1985 -- IF THE AMERICAN PRODUCTIVITY GAP CONTINUES -- THAT'S WHAT EACH HOUSEHOLD WILL SACRIFICE ANNUALLY. OUR TECHNICAL EDUCATION SYSTEM WANTS TO STOP THIS SACRIFICE -- AT LEAST FOR GUAMANIAN'S -- THROUGH AN INVESTMENT TO BOOST PRODUCTIVITY IN BUSINESS AND INDUSTRY THROUGHOUT THE TERR'TORY.

WE ARE ALL AWARE THAT AMERICA FACES MANY CHALLENGES. OUR ECONOMY IS UNSTABLE, AND OUR BALANCE OF TRADE IS NO LONGER BALANCED. INFLATION CONTINUES TO CLIMB, AND ITS IMPACTS IS IMMENSE. INDIVIDUALS PAY MORE AND MORE MONEY FOR FEWER AND FEWER GOODS, AND THEY SPEND RATHER THAN SAVE, BECAUSE PRODUCTS WILL COST MORE TOMORROW, AND MONEY WILL BE WORTH LESS. FEW INVESTMENTS APPEAR PROFITABLE, BECAUSE THE RATE OF RETURN CAN'T RIVAL THE RATE OF INFLATION. BUSINESS AND INDUSTRY CANNOT AFFORD TO MODERNIZE THEIR PLANTS, BECAUSE THEY CAN'T AFFORD LOANS AT 17 OR 20 OR 23 PERCENT. OUR TAX LAWS CONTRIBUTE TO THE PROBLEM BY PENALIZING BOTH PERSONAL SAVINGS AND BUSINESS INVESTMENT IN MODERN EQUIPMENT. OUT-OF-DATE MACHINES AND METHODS KEEP OUR PRODUCTIVITY GROWTH OMINOUSLY LOW, AND THE QUALITY OF OUR PRODUCTS IS NOT RISING.

FOR THE PAST 10 YEARS, THE UNITED STATES HAS HAD THE LOWEST PRODUCTIVITY GROWTH OF ANY MODERN INDUSTRIAL NATION. COUNTRIES SUCH AS GERMANY AND JAPAN HAVE INVESTED MORE HEAVILY THAN WE HAVE IN PRODUCTIVITY RATHER THAN DEFENSIVE RESEARCH AND DEVELOPMENT. HIGH TECHNOLOGY INDUSTRY IS BOOMING IN JAPAN. CONSERVATIVE ESTIMATES PUT MORE THAN ONE-HALF THE WORLD'S ROBOTS IN JAPANESE INDUSTRY, WHERE PRODUCTIVITY AND QUALITY ARE HIGH. OUR CLOSE PROXIMITY TO JAPAN WILL CAUSE THE RIPPLING EFFECT TO TOUCH US FIRST.

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OUR ECONOMIC SITUATION IS ESPECIALLY BAD IN COMPARISON TO THE ECONOMIES OF GERMANY AND JAPAN. BOTH OF THESE COUNTRIES HAVE MODERN PLANTS AND EQUIPMENT, ALL OF WHICH HAVE BEEN REBUILT ALMOST FROM SCRATCH SINCE WORLD WAR II. THEY HAVE A HIGH RATE OF PERSONAL SAVINGS, WHICH IS VITAL FOR INVESTMENT AND LOANS. THEY ARE DEVOTING MORE AND MORE MONEY TO RESEARCH AND DEVELOPMENT, WHILE WE ARE DEVOTING LESS, AND THEY ARE CONCENTRATING THESE INVESTMENTS IN INDUSTRY AND BUSINESS, RATHER THAN IN AEROSPACE AND DEFENSE AS WE DO. AND BECAUSE THEY ARE TAKING ADVANTAGE OF THIS RESEARCH AND DEVELOPMENTS, THEIR PRODUCT QUALITY AND PRODUCTIVITY ARE SOARING. AND MOST OF ALL, THIS MEANS THAT AMERICAN DOLLARS ARE FLOWING OUT OF THIS COUNTRY AND INTO THE POCKETS OF OUR FOREIGN COMPETITORS. THIS CAPITAL IS NO LONGER AVAILABLE FOR AMERICAN INVESTMENT, AMERICAN INDUSTRY OR AMERICAN JOBS.

AMERICAN COMPANIES ARE WORKING DILIGENTLY TO KEEP AMERICA AHEAD OF THESE OTHER NATIONS, BUT IN LARGE MEASURE, OUR SUCCESS DEPENDS UPON THE AVAILABILITY OF TRAINED TECHNICIANS TO IMPLEMENT NEW IDEAS. OUR PREPARATION OF INDIVIDUALS TO MEET THE DEMAND FOR QUALIFIED WORKERS MUST TAKE PLACE NOW.

THESE NEW IDEAS HAVE PRECIPITATED A SECOND INDUSTRIAL REVOLUTION. NOWHERE IS THIS MORE EVIDENT THAN IT IS AT THE CINCINNATI MILACRON COMPANY WHERE EMPLOYEES ARE MAKING INDUSTRIAL ROBOTS. CINCINNATI MILACRON IS ONE OF THE MOST ADVANCED ROBOTICS FIRMS IN THE WORLD.

IN KINGSTREE, S.C., FOR EXAMPLE, A FIBER OPTICS COMPANY IS OPENING WHOLE NEW WORLD OF CABLE SPLICING FOR FARMERS HOME TELEPHONE COOPERATIVE. CAPITAL EXPENDITURES ARE RISING, AND THE SKILL LEVELS OF EMPLOYEES MUST RISE, TOO. THE COMPANY NEEDS A BETTER SKILLED MAINTENANCE TECHNICIAN TO WORK ON LOOMS THAT OPERATE FOUR TIMES FASTER THAN THEY OPERATED 10 YEARS AGO -- WHEN AMERICA'S PRODUCTIVITY RATE BEGAN TO DECLINE.

ON GUAM, THE CHALLENGE HAS ALWAYS BEEN TO IMPROVE OUR QUALITY OF LIFE BY PROMOTING ECONOMIC DEVELOPMENT. THE TRUE TEST OF HOW WE DO THIS IS HOW WE SATISFY EMPLOYERS THROUGHOUT THE PACIFIC REGION. ONE EMPLOYER SAYS, "OUR PRODUCTS ARE CHANGING RAPIDLY. OUR EMPLOYEES NEED TO KNOW MORE AND MORE ABOUT ELECTRONICS, CHEMICAL PROCESSING, MATH AND COMPUTER SCIENCE. WE STILL NEED THE BASIC SKILLS GCC IS PROVIDING, BUT WE ALSO NEED MORE CONTINUING EDUCATION COURSES FOR EMPLOYEES AS THIS TECHNOLOGY CHANGES."

A PRESIDENT OF WIDELY-KNOWN AUTOMOBILE DEALERSHIP, SAYS "WE HAVE NEEDED GCC IN THE PAST AND WE WILL NEED IT EVEN MORE IN THE FUTURE. AS THE AUTOMOBILE BECOMES MORE MODERN AND FUEL EFFICIENT, IT BECOMES MORE COMPLICATED. THE AUTOMOBILE TECHNICIAN MUST BE WELL-VERSED IN ELECTRONICS. AND FURTHERMORE, I SHOULD NOT HAVE TO STEAL PEOPLE FROM MY COMPETITION."

PERHAPS THE GREATEST TECHNICAL AREAS DEMANDING MORE HIGHLY SKILLED TECHNICIANS ARE THE METALWORKING AND ELECTRONIC TRADES. THE AGE OF NUMERICALLY CONTROLLED EQUIPMENT AND ROBOTS IS NOT FUTURISTIC. IT IS WITH USE NOW. GCC MUST TRAIN INDUSTRIAL MAINTENANCE PEOPLE TO SERVICE THIS HIGH TECHNOLOGY EQUIPMENT. TECHNICAL EDUCATION IS THE LINK BETWEEN GOVERNMENT AND INDUSTRY. AND, IF GCC DOESN'T MEET OUR NEEDS, WHO WILL?

AS OUR USE OF NEW TECHNOLOGY INCREASES, SO WILL OUR NEED FOR TECHNICAL EDUCATION. EMPLOYING NEW TECHNOLOGY IN OUR ECONOMY IS HEARTENING, BUT IT IS ALSO HAZARDOUS, BECAUSE TECHNOLOGICAL CHANGE IS DISRUPTIVE. WHILE IT OFFERS MANY, MANY NEW JOB OPPORTUNITIES, IT MAKES OTHER JOBS OBSOLETE. A RECENT STUDY BY WORLDWATCH INSTITUTE FOUND THAT, IN THE SHORT, MANY PEOPLE LOSE THEIR JOBS BECAUSE OF TECHNOLOGICAL CHANGE. FOR EXAMPLE, WHEN A NEW YORK BASED BANK COMPUTERIZE THE ISSUING OF LETTER OF CREDIT, IT ALSO REDUCED ITS STAFF IN THIS

DEPARTMENT FROM 14 TO 1. ON THE OTHER HAND, ALL THE COMPUTERS IN THE WORLD ARE USELESS IF THERE IS NO ONE TRAINED TO RUN THEM, OR TO BUILD THEM, OR TO SERVICE THEM. WE RUN THE RISK OF HAVING A SHORTAGE OF WORKERS TRAINED FOR NEW JOBS, AND A GLUT OF WORKERS TRAINED FOR OBSOLETE JOBS.

TECHNICAL EDUCATION CAN PREVENT THIS SITUATION. WE HAVE ALREADY TAKEN THE FIRST STEPS IN THIS DIRECTION, WITH THE PROGRAMS BEING RUN NOW, AND HAVE DONE AN EXCELLENT JOB. THE CHALLENGE TODAY IS TO EXPAND HORIZONS: TO MOVE TOWARD BROADER DEFINITIONS OF WHAT SKILLS CAN BE TAUGHT AND TO WHOM.

GCC'S PROGRAMS MUST CONTINUE, OF COURSE, TO TRAIN BEGINNING WITH THE 10TH GRADE STUDENTS AS WELL AS THE DISADVANTAGED. I AM CONFIDENT THAT PROGRAMS WILL CONTINUE TO IMPART TO OUR PEOPLE NOT ONLY BASIC READING, WRITING, AND COMPUTATION SKILLS, BUT THE DISCIPLINE, THE SELF-ESTEEM, AND THE STRONG RECORDS OF RELIABILITY THAT EMPLOYERS DEMAND. SUCCESS AT THIS IS UNQUESTIONED. BUT THERE ARE MORE PEOPLE WHO WILL NEED HELP. FOREMOST AMONG THEM IS THE DISPLACED WORKER WHOSE JOB SKILLS HAVE BEEN RENDERED OBSOLETE BY TECHNOLOGICAL CHANGE. AS A NATION, WE MUST BE COMMITTED TO SEEING THESE PEOPLE RE-TRAINED AND RE-EMPLOYED. NOT ONLY FOR THEIR OWN GOOD, BUT FOR THE GOOD OF OUR ECONOMY. THESE PEOPLE, WHO HAVE ALREADY PROVED THAT THEY CAN CONTRIBUTE TO THE ECONOMY, CANNOT BE TOSSED OUT LIKE AN OUT-OF-DATE MACHINE, AND OUR ECONOMY CANNOT AFFORD THE LOSS OF SO MANY PRODUCTIVE PEOPLE.

ANOTHER GROUP WHICH WE MIGHT SERVE IS THE ARMED FORCES. THERE IS A STRONG DESIRE IN OUR COUNTRY TO STRENGTHEN OUR MILITARY AND OUR DEFENSE, AND TO DO SO IN THE MOST EFFICIENT AND EFFECTIVE WAY POSSIBLE. BECAUSE SO MUCH OF THE TRAINING DONE BY THE ARMED FORCES IS OF A TECHNICAL NATURE, OUR PROGRAMS COULD BE USED TO KEEP OUR RESERVE FORCES CURRENT IN THEIR SPECIALTIES. THIS COULD PROVE TO BE A COST-EFFECTIVE WAY TO TRAIN MEMBERS OF THE ARMED FORCES, AND WOULD CUT GOVERNMENT SPENDING AND INCREASE MILITARY STRENGTH AT THE SAME TIME.

THE MILITARY, THE YOUNG, THE DISADVANTAGED, AND THE DISPLACED WILL ALL BENEFIT BY BEING TRAINED IN PROFESSIONS, AND WE AS A NATION WILL BENEFIT BY TREATING THEM AS PROFESSIONALS. FOR, IF THEY ARE TO BE FULL AND PRODUCTIVE PARTICIPANTS IN THE ECONOMIC PROCESS, THEY MUST BE PROUD OF WHAT THEY DO. FOR TOO LONG, OUR SOCIETY HAS CONSIDERED PEOPLE PRODUCTIVE AND EDUCATED ONLY IF THEY HAVE COLLEGE DEGREES, AS IF THE MORE DEGREES A MAN HAS, THE MORE ADMIRABLE HE IS. BUT, AS THE FORMER SECRETARY OF HEW, JOHN GARDNER, NOTED:

> AN EXCELLENT PLUMBER IS INFINITELY MORE ADMIRABLE THAN AN INCOMPETENT PHILOSOPHER. THE SOCIETY WHICH SCORNS EXCELLENCE IN PLUMBING BECAUSE PLUMBING IS A HUMBLE ACTIVITY AND TOLERATES SHODDINESS IN PHILOSOPHY BECAUSE IT IS AN EXALTED ACTIVITY WILL HAVE NEITHER GOOD PLUMBING NOR GOOD PHILOSOPHY. NEITHER ITS PIPES NOR ITS THEORIES WILL HOLD WATER.

THE U.S. DEPARTMENT OF COMMERCE HAS FOUND THAT INCREASED PRODUCTIVITY LEADS TO MORE JOBS -- NOT FEWER JOBS. INCREASED PRODUCTIVITY WILL NOT ONLY INCREASE OUR TAX BASE FOR IMPROVED GOVERNMENT BUT ALSO THE POTENTIAL TO INCREASE INDIVIDUAL INCOMES AS WELL. THE U.S. DEPARTMENT OF COMMERCE SAYS HIGH TECHNOLOGY COMPANIES CREATED JOBS 88% FASTER THAN OTHER FIRMS DO. IN 1977, PRODUCTIVITY GROWTH RATES AMONG HIGH TECHNOLOGY COMPANIES INCREASED ALMOST FORTY PERCENT.

IT MAY SOUND AS THOUGH THE EMPIRE IS STRIKING BACK IF WE TALK TOO MUCH ABOUT HIGH TECHNOLOGY INDUSTRY ON GUAM WHERE INDUSTRIAL DEVELOPMENT IS JUST BEGINNING. THE POINT IS, GCC NEEDS TO CONTINUE AND TO IMPROVE BASIC TECHNICAL EDUCATION. BUT INDUSTRIALISTS THROUGHOUT THE NATION ARE TELLING US THAT IF THIS SECOND INDUSTRIAL REVOLUTION LEAVES TECHNICAL EDUCATION LAGGING BEHIND, OUR ECONOMY WILL SUFFER.

THE PEOPLE OF GUAM HAVE SHOWN GREAT INTEREST IN AND CONCERN FOR OUR TECHNICAL EDUCATION SYSTEM. TODAY, MORE THAN EVER GCC IS IN TUNE WITH INDUSTRIAL NEEDS, IN TUNE WITH CAREER OPPORTUNITIES IN EMERGING TECHNOLOGY, AND IN TUNE WITH NEW POSSIBILITIES FOR INCREASING PRODUCTIVITY.

ACCORDING TO THE U.S. DEPARTMENT OF LABOR, 78% OF ALL INDUSTRIAL GROWTH AND TWO-THIRDS OF ALL NEW JOBS WILL BE IN THE "SUNBELT." GUAM IS BEING CLOSELY OBSERVED. THE GUAM LABOR FORCE WILL EXPERIENCE THE LARGE GROWTH RATE. THREE OUT OF FOUR JOBS WILL REQUIRE TRAINING ABOVE THE HIGH SCHOOL LEVEL BUT LESS THAN A BACCALAUREATE DEGREE. SST WILL HAVE TO BE READY TO MEET NEEDS.

MANUFACTURING IN THE STATES IS SHIFTING TOWARD CAPITAL INTENSIVE PLANTS, HIGHER WAGE INDUSTRIES, AND INDUSTRIES REQUIRING MORE HIGHLY SKILLED MANPOWER.

GIVEN THE ACCELERATING TECHNOLOGICAL CHANGE, THE TRAINING METHODS OF THE 1960'S WILL NO LONGER BE ADEQUATE. NOT ONLY THE CHALLENGE OF A CONSTANTLY CHANGING WORLD MUST BE MET BY GUAM'S TECHNICIAN TRAINING SYSTEM BUT ALSO THE INCREASING COMPETITION FROM OTHER SOURCES IN ATTRACTING INDUSTRY.

IT HAS BEEN SAID BY MANY THAT THE GCC SYSTEM HAS SERVED AS A MODEL FOR TECHNICAL EDUCATION. EVERY STATE COMPETES FOR NEW INDUSTRY AND HAS AN INDUSTRIAL TRAINING PROGRAM OF ONE KIND OF ANOTHER. WE MUST CONTINUE TO IMPROVE OUR TECHNICAL TRAINING EFFORTS TO REMAIN COMPETITIVE.

ALSO, THE FACT THAT SPECIFIC HIGHER TECHNOLOGY JOBS REQUIRE FEWER PEOPLE POSES A CHALLENGE TO THE TRADITIONAL CONCEPTS OF JOB TRAINING. AN INDUSTRY MAY NEED ONLY THREE HIGHLY SKILLED INDIVIDUALS -- TOO SMALL A NUMBER FOR INITIATING A PROGRAM AT OUR COLLEGE.

THE PROGNOSIS IS CLEAR. THE TIME CALLS FOR A BOLD, INNOVATIVE APPROACH IF GCC IS TO PROVIDE FOR A MORE SOPHISTICATED WORK FORCE. "DESIGN FOR THE EIGHTIES," IS SUCH A PLAN THAT WILL ALLOW US ACCESS INTO THIS NEXT EXCITING DECADE. "DESIGN FOR THE EIGHTIES" INVOLVES ALL ELEMENTS OF THE CURRENT PROGRAM... TECHNICIAN EDUCATION, INDUSTRIAL TRAINING, AND UPGRADING/RETRAINING PROGRAMS FOR THE ALREADY EMPLOYED WITH ADDED FLEXIBILITY AND CREATIVITY.

OUTLINED SEVERAL CONCEPTS AND IDEAS FOR BETTER EQUIPPING THE TECHNICAL EDUCATION SYSTEM FOR SERVING CITIZENS OF THE PACIFIC REGION THROUGHOUT THE EIGHTIES. THIS SUBJECT IS ENTITLED "DESIGN FOR THE EIGHTIES."

"DESIGN FOR THE EIGHTIES" IS BASICALLY A CALL FOR PLANNING, WITH SOME SPECIFIC RECOMMENDATIONS, TO MEET THE EDUCATIONAL NEEDS OF THE EIGHTIES IN FIVE PRINCIPAL AREAS:

1. RELEVANT CURRICULA
2. SPECIAL COURSES FOR INDUSTRY
3. CONTINUING EDUCATION
4. COOPERATIVE EDUCATION PROGRAMS
5. APPRENTICESHIP PROGRAMS

IF WE LOOK AT IT WITH COURAGE AND OPTIMISM, THE FUTURE IS AS FULL OF OPPORTUNITIES AS IT IS OF CHALLENGES. FOR TODAY WE HAVE THE OPPORTUNITY TO ATTRACT PEOPLE TO BUSINESS, AND TO GIVE THEM THE SKILLS THEY NEED TO PRODUCE. WE HAVE THE OPPORTUNITY TO TAKE ADVANTAGE OF TECHNOLOGICAL ADVANCES, AND TO IMPROVE OUR PRODUCTS AND OUR PRODUCTIVITY. WE HAVE THE OPPORTUNITY TO REBUILD AMERICAN BUSINESS, TO REGAIN OUR COMPETITIVE EDGE ABROAD, AND TO REVITALIZE OUR ECONOMY AT HOME. THE CHALLENGES ARE GREAT, BUT SO ARE THE REWARDS.

I FIRMLY BELIEVE WE WILL BE ABLE TO ACCOMPLISH OUR GOALS. I HAVE ALWAYS BEEN AN OPTIMIST ABOUT AMERICA, AN ATTITUDE THAT WAS REINFORCED BY ONE OF PAST PRESIDENTS, LYNDON BAINES JOHNSON. NEAR THE END OF HIS PRESIDENCY, LBJ ONCE REMARKED,

> AT THIS DESK WHERE I SIT, I HAVE LEARNED ONE GREAT TRUTH. THE ANSWER FOR ALL OUR NATIONAL PROBLEMS -- THE ANSWER FOR ALL THE PROBLEMS OF THE WORLD -- COMES TO A SINGLE WORD. THAT WORD IS EDUCATION.

I THINK HE WAS RIGHT. THROUGH THE YEARS, THE ANSWER TO OUR PROBLEMS, BOTH AS INDIVIDUALS AND AS A NATION, HAS BEEN EDUCATION. AND THAT IS STILL TRUE TODAY. YOU ARE ALL EDUCATORS. YOU CAN PROVIDE THE TRAINING AMERICANS NEED TO MEET THE CHALLENGES OF TODAY AND TOMORROW. WITH YOUR HELP, WE CAN BEGIN TO TAKE THE FIRST STEPS ON THE PATH TO A NEW AMERICAN ECONOMIC ERA.

Bill Williams
Feb. 1981

TESTIMONY ON THE BENEFITS OF VOCATIONAL
TRAINING OBTAINED BY HIS CHILDEN AT THE
GUAM COMMUNITY COLLEGE

Submitted by: Mr. Juan Mafnas
Talofofo, Guam

My name is Juan Mafnas, of Talofofo, Guam. I am a retired Government of Guam employee, formerly with the Department of Public Safety.

This report is in support and to give testimonial evidence of the importance and value of the educational programs that the Guam Community College/Guam Vocational High School make available to the youths of Guam and to those who want to get into specialized occupational training.

To substantiate the above, I give the following: Since 1972 to the present, seven of my children have graduated from Guam Vocational High School and are now employed or pursuing higher training at Guam Community College or the University of Guam.

Two of my sons who took ROTC training entered the U.S. Army with the rank of PFC, one rank higher than a PVT. During basic training they were squad leaders and now they have attained the rank of sergeant. A third son joined the Army in April of 1982 after obtaining his GED diploma in 1979 from Guam Community College.

My fourth son who graduated in Computer Science from Guam Community College is now a senior computer operator where he was employed right after graduation.

A daughter who graduated from Vocational High School took Secretarial Shop and Cooperative Education. She went on to the University of Guam where she obtained a degree in Special Education and is in her second year as a teacher with the Department of Education.

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My other two daughters both took Secretarial and Cooperative Education and secured employment right after graduation. My fifth son who took Body and Fender Work Shop at Guam Community College got hired as such by the Navy Exchange Auto Shop. He graduated last year and is still continuing his training at GCC. My sixth son is in his third year at Guam Community College as an Auto Mechanic student.

I firmly believe that without these educational programs that are available at Guam Community College some of my children, or maybe all of them, would still be looking for employment or would be having difficulty finding a job.

In summary, all the companies where my children are employed have high praise for the educational programs that Guam Community College has to offer.

The education programs currently offered by Guam Community College should be continued and upgraded.

The Guam Community College should be fully supported by the Guam Legislature, the Governor, the State Board for Vocational Education and federal funding authorities so that the mission of providing academic and skill training to the youth of Guam can be fulfilled.

I have confidence in the staff of the Guam Community College and the courses of action they are taking to provide proper training to our youths of today and tomorrow.

I thank you.

Respectfully,

Juan M. Mafnas

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EMPLOYERS' SURVEY OF GUAM COMMUNITY
COLLEGE GRADUATES
and
INTRODUCTION OF THE GUAM ADVISORY
COUNCIL ON VOCATIONAL EDUCATION AND ITS
ACTIVITIES
Submitted by: The Guam Advisory Council
on Vocational Education

GUAM

ADVISORY COUNCIL ON VOCATIONAL EDUCATION

P.O. Box CK
Agana, Guam 96910

477-7661

April 22, 1983

Memorandum

To: National Advisory Council on Vocational Education
National Association of SACVEs (NAEDSACVE)

From: President, Guam Advisory Council on Vocational Education

Subject: Regional Hearing/Forum - May 3, 1983
San Francisco

In reference to the forthcoming reauthorization hearing in San Francisco to hear the views and comments of employers who hire the products of the vocational education system and the overall assessment of the effectiveness of the vocational education program, we are transmitting herewith the Employers Survey with the summary and recommendations, employers' rating of graduates, an assessment of secondary and post-secondary graduates, and an apprenticeship training program on the technical knowledge, work attitude and work quality. The overall assessment by Guam's employers, business and trade, show favorable results and satisfaction on the performance of the graduates of the Guam Community College.

Enclosed herewith are the survey reports which were made part of the State Plan Appendices and Reference. We trust that this information will help the advisory committee and the panel in evaluating the vocational training programs on Guam and their effectiveness, as well as the endeavor of the Guam Advisory Council on Vocational Education in assisting the State Board for Vocational Education in their endeavor to improve the quality of vocational education on Guam.

Also enclosed for the information of all concerned is the introduction of the Guam Advisory Council on Vocational Education and its activities.

Sincerely,

James R. Cruz
President
GACVE

enclosure.

EMPLOYER SURVEY
SUMMARY AND RECOMMENDATIONS
1982

Employer satisfaction is an important component in assessing the effectiveness of vocational educators; hence, a vital part in efforts to improve programs. Through the annual conduct of the Employer Survey, Guam Community College (GCC) graduates who were employed either full-time or part-time were followed up; viewpoints of employers concerning job performances of graduates were gathered.

In general, the survey showed that employers were favorably satisfied with the performance of employees who graduated from GCC. The majority of employers responding to the survey, for instance, indicated that GCC graduates were reasonably well prepared for work. Additionally, employers felt that GCC graduates had the technical knowledge necessary for the jobs they perform; employers gave above average ratings for graduates in "work quality" and "work attitude."

Employers also gave either "good" or "very good" performance ratings of employees who had received vocational training as compared with peers who did not. Employers of the GCC Apprenticeship program completers received a rating of 63 percent while employers of Secondary program graduates received a rating of 84 percent and Postsecondary program graduates received a 100 percent rating.

Employer recommendations for 1982 were generally comparable to those received in 1981. These are noted below:

1. Continued emphasis should be given to related academic skills in all curricula.

2. All curricula needs to stress development of employability skills, i.e., provide programs which promote initiative, motivation, dependability, neatness, etc.; additional emphasis should be placed on appropriate work attire.

3. Curriculum planners and developers should review curricula on a continuing basis to ensure relevance of vocational programs to requirements of the program. Vocational programs should be updated continually as technology in the world of work is updated.

EMPLOYER RATINGS OF 1982 GRADUATES

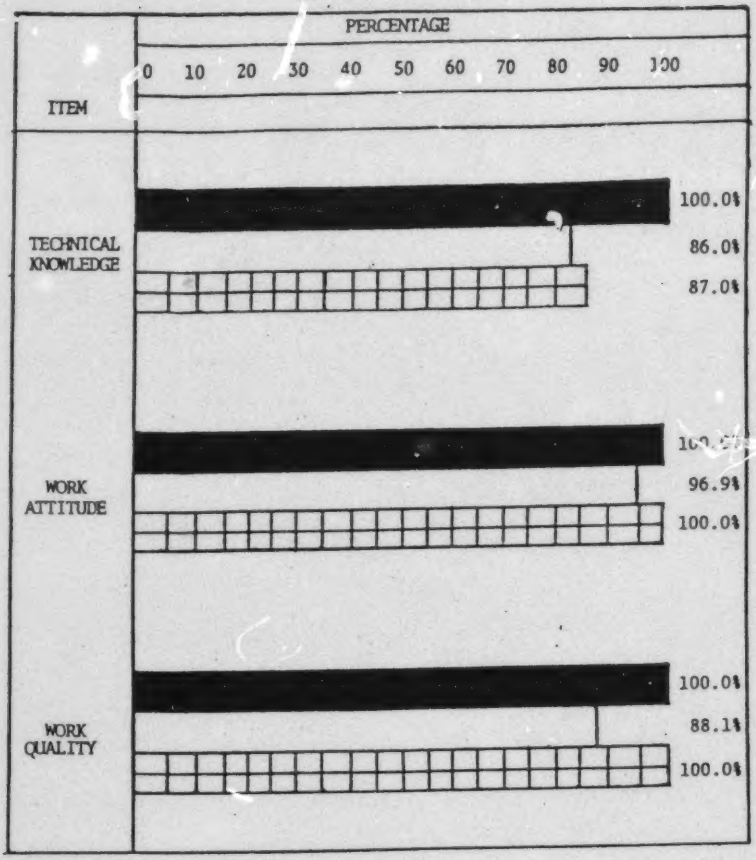

FIGURE 1: PERCENTAGE BASED ON RATINGS OF "GOOD" AND "VERY GOOD."

EMPLOYER ASSESSMENT OF SECONDARY GRADUATES'
TECHNICAL KNOWLEDGE, WORK ATTITUDE, AND WORK QUALITY
1979, 1980, 1981, AND 1982

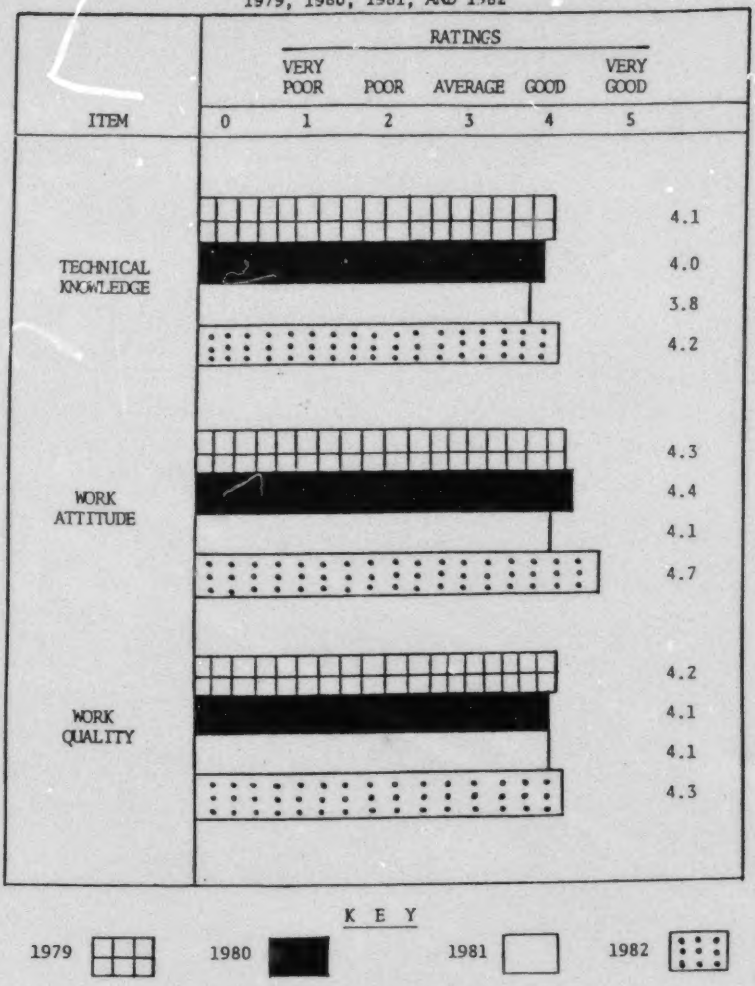

FIGURE 2: AVERAGE POINTS BASED ON 5-POINT SCALE.

EMPLOYER ASSESSMENT OF APPRENTICESHIP TRAINING GRADUATES' TECHNICAL KNOWLEDGE, WORK ATTITUDE, AND WORK QUALITY

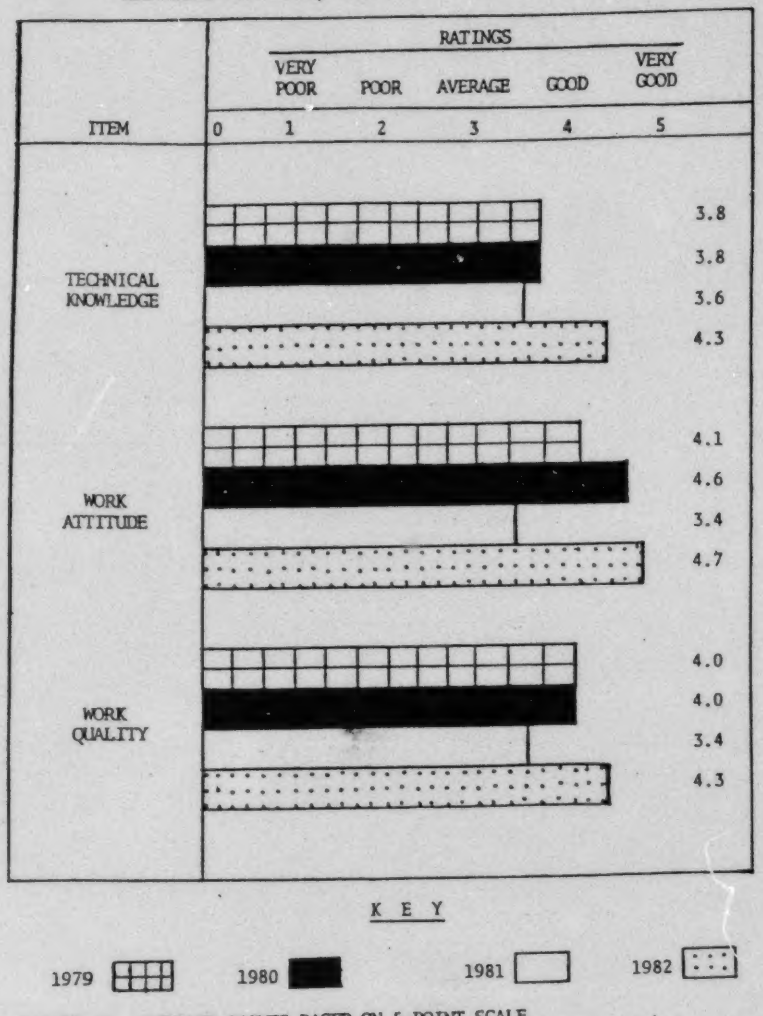

FIGURE 3: AVERAGE POINTS BASED ON 5-POINT SCALE.

EMPLOYER ASSESSMENT OF POSTSECONDARY GRADUATES' TECHNICAL KNOWLEDGE, WORK ATTITUDE, AND WORK QUALITY 1979, 1981, AND 1982

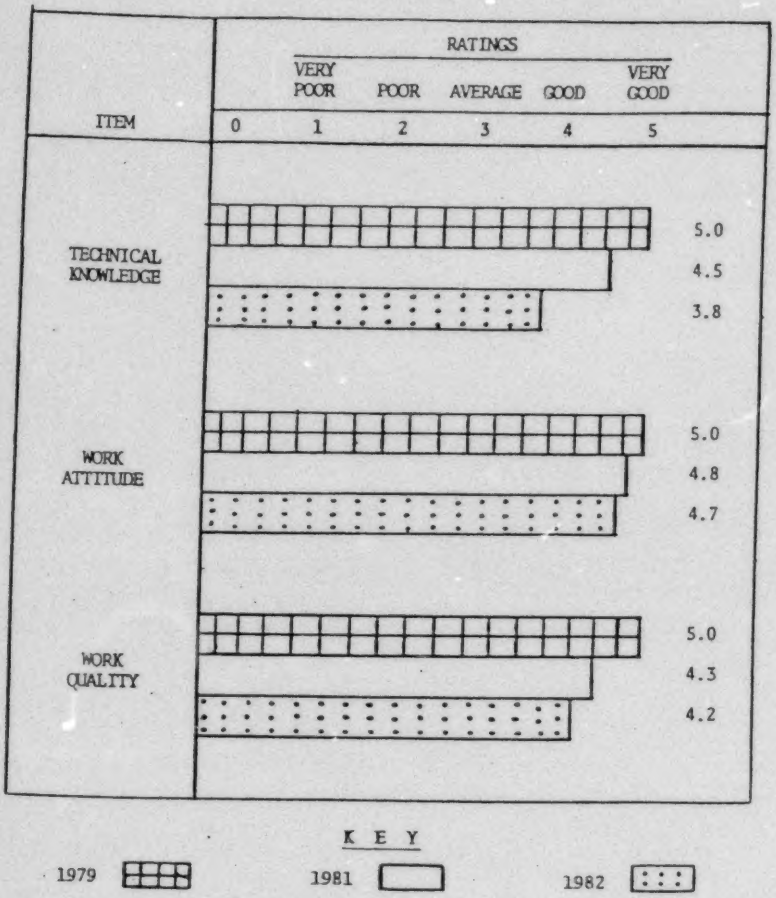

FIGURE 4: AVERAGE POINTS BASED ON 5-POINT SCALE.

TERRITORY OF GUAM ADVISORY COUNCIL
ON VOCATIONAL EDUCATION

Introduction

Under Title II of P.L. 94-482, the Vocational Education Amendments, the Federal Government authorized the appropriation of funds to states for vocational programs and services. In order to receive these funds each state must establish an Advisory Council of lay people who fill specific categories which lend expertise to overall vocational planning as related to vocational needs. It also helps to justify the use of set asides for special needs.

It is our contention that Vocational Advisory Councils should be continued under federal law to fulfill their mandates which are vital in maintaining a check and balance system within vocational education and provide coordination of programs between vocational and manpower agencies. The Guam Advisory Council on Vocational Education feels that one of the important issues that needs to be met during the reauthorization process is the continuation of SACVE's in the role that they are now playing under federal supervision for maximum results.

Council Role

Listed below are some of the services performed by the Guam Advisory Council since its inception in 1969:

1. In 1976 the Advisory Council requested help from the Governor in gaining representatives from both the Navy and the Air Force to act in an advisory capacity and serve as military liaison officers to the Council. Because the Navy and the Air Force are two of the island's biggest employers it was felt that their representation would be helpful in obtaining manpower and training data and to hear the military command's views on vocational education and manpower training and how they relate to the manpower needs of military establishments. This was accomplished and advisory members from the Navy and

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Air Force have been a regular part of the Council since 1976.

In December 1976, the Governor requested the Advisory Council to review a Task Force paper recommending a vehicle to set up an institution to provide a consolidated skilled manpower training and development program. This led to the inception of the Guam Community College which was born through P.L. 14-77, passed by the 14th Guam Legislature. The Advisory Council heartily endorsed the bill and the Council's then Executive Director, Dr. Pedro Sanchez, assisted the Legislative Committee on Education in the development of the act to create a Community College for the Territory of Guam.

In May of 1977 the Advisory Council established a Manpower Assessment Committee which recognized the need for a well-defined, well-coordinated labor policy and the need to promote employment for U.S. Citizens rather than H-2 alien workers. Resolution 79-1 was adopted by the Council and transmitted to the Governor and the Guam Legislature. The Council offered its assistance in resolving the labor dilemma and recommended the appointment of a special Labor Task Force to define the problem and chart appropriate courses of action.

Through contact provided by members attending meetings and the establishment of joint meetings, a strong and continuing relationship between the Vocational Advisory Council and agencies mandated under P.L. 94-482, such as CETA, GOICC and Vocational Rehabilitation, has been established to coordinate Guam's Manpower needs.

It is through the Council's on-going evaluation that open enrollment was instituted at the Guam Community College, preventing the denial of special needs groups.

Through recommendations made in the Annual Evaluation Report, the Advisory Council was instrumental in encouraging the Guam Community College to establish craft committees in the various skill areas.

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The Advisory Council has become very involved in the Guam Community College preparation of their State Plan. There is Advisory Council representation on the GCC State Plan Committee and the input provided by the Council as a whole is transmitted to the committee through our representatives. The final draft of the State Plan is reviewed by the Advisory Council before the public hearing is held. The Council is also involved in the Guam Community College Accountability Report.

- Instead of a yearly evaluation of vocational programs on Guam, the Advisory Council conducts an on-going evaluation from March through September involving all the agencies mandated by public law.

- In order to comply with the sex-equity section of P.L. 94-482, public awareness has been initiated through a proclamation by the gov...or to declare the last week in October as Sex-Equity Week. This was accomplished through the efforts of the Council's Sex-Equity Committee.

- In order to better utilize the mandates for the benefit of our unique population in this part of the world, the Pacific Basin Region of Advisory Councils was formed which includes Guam, Hawaii, Trust Territory, Northern Mariana Islands and American Samoa. As a Pacific Basin Region the islands feel they will be better equipped to address the unique needs common to all of us.

A yearly public hearing and workshop sponsored by the Advisory Council results in the attendance of a large cross-section of the public and private sectors. This not only enables GACVE to receive input but GACVE also provides information to the general public which enhances awareness of the importance of vocational education to our island and results in better vocational planning and services.

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Negative Impact Resulting From the Elimination of SACVE's

1. The elimination of SACVE's would relinquish the total coverage provided, as mentioned above. The Council role may vary slightly from state to state, but remains essentially the same as provided by the federal mandates.

2. Pet projects may result, rather than the fulfillment of the actual vocational and manpower needs of the state or territory's people.

3. Input by the general public could be totally ignored due to the lack of mandated public hearings.

4. The ability to initiate new programs could be stifled due to the lack of money allocated specifically for vocational education and supervision provided by a lay body such as a State Advisory Council on Vocational Education.

5. The elimination of the National Advisory Council in Washington, D.C. would have a negative impact on the present coordination of activities and communications between state advisory councils and Washington, and make it difficult to keep abreast of current events with the federal government. The importance of the input provided by NACVE to the state advisory councils would be increased in the event federal budget cuts impair the state councils' ability to travel.

Conclusion

The Guam Advisory Council on Vocational Education, representing the people of the Territory of Guam, feel that the continuation of state and territorial advisory councils would provide a positive and needed impact in the area of Vocational Education and would prevent the people from losing a viable method of insuring the continuous success of Vocational Education. We strongly urge that measures be taken to ensure the continuity of state and territorial advisory councils.

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CHART INTERPRETATION

I. Employer Rating of 1982 Graduates

This chart or measure was not well-designed. One cannot discern whether the percentages reflect employers or graduates surveyed. Employers rated graduates on three factors: technical knowledge, work attitude, and work quality. The following represents the most cautious conclusions:

(1) The graduates of apprenticeship programs were rated highly by the employers in all three areas or factors.

(2) Secondary graduates seemed fared less well on all three factors than the other two categories of surveyed groups. Secondary graduates were rated least in technical knowledge.

(3) Postsecondary graduates were rated less than apprenticeship graduates in technical knowledge (A surprising result!). This might be due to a difference in practical appliation of theory. Postsecondary graduates were rated as highly as apprenticeship graduates in areas of work attitude and work quality.

II. Employer Assessment of Secondary Graduates

This chart seems to represent a comparative study (longitudinal) of graduates from 1979 through 1982 on the three factors listed in Part I. Graduates were rated on a Likert -type, five-point scale on the three factors.

Conclusions:

(1) 1982 graduates were rated better in all three qualities (average rating was "4.3" or "good") than prior years graduates.

(2) 1981 graduates were rated least (average or "3") on all three qualities than graduates in other years.

III. Employer Assessment of Postsecondary Graduates

This chart represents a three-year (1979, 1981, & 1982) longitudinal comparative study of postsecondary graduates on these factors. Graduates were rated again on a five-point Likert-type scale.

Conclusions:

(1) Surprisingly, 1982 graduates were rated least by employers on all three factors. However, the ceiling is considerably higher with these graduates (postsecondary) than with other categories of graduates (secondary and apprenticeship), e.g. employers gave top ratings ("5") to 1979 graduates on all three factors.

(2) Though 1982 graduates were rated only "high average," "3.8", in the area of technical knowledge, they were rated "good" (average of 4.4) on the other two factors. One can only guess whether employers had their threshold of expectations raised since they employed the 1979 graduates or whether the employers were dissatisfied with the quality of preparation of graduates in 1982.

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SUBMITTED STATEMENT OF THE AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS BEFORE THE ELEMENTARY SECONDARY AND VOCATIONAL EDUCATION SUBCOMMITTEE OF THE HOUSE EDUCATION AND LABOR COMMITTEE ON VOCATIONAL EDUCATION

May 18, 1983

We are pleased to have this opportunity to submit the views of the AFL-CIO on vocational education as the Congress begins deliberation of the reauthorization of the Vocational Education Act.

Labor's concern for education predates its own formal organization in 1881 and as early as 1908 the AFL formulated a comprehensive program for vocational education which was passed in convention.

In 1909 the AFL convention defined a comprehensive curriculum suitable to specialized schools for students 14-16 years of age to adequately prepare them for the trades and enable them to make an informed judgement on a specific vocation.

> "The course of instruction in such a school should be English, mathematics, physics, chemistry, elementary mechanics, and drawing, the shop instruction for particular trades, and for each trade represented, the drawing, mathematics, mechanical, physical and biological science applicable to the trade, the history of that trade, and a sound system of economics, including and emphasizing the philosophy of collective bargaining."

Such a program of studies is even more appropriate in this day of increased need for workers to be broadly educated with transferable skills and schooled in the art of continual learning. New technology mandates new training, new methods, new work skills. Vocational education must contribute to this preparation with a renewed vigor stimulated by a strong leadership role on the federal level.

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As the Congress prepares to reauthorize the Vocational Education Act, the AFL-CIO urges rejection of the Administration's efforts to diffuse and dilute the program by further consolidation. We oppose consolidation as counter productive to the realization of national needs. We likewise believe the Adult Basic Education Act should remain a separate program. Surely the recent statistics estimating that approximately 34 million adults could be classified as functional illiterates speaks to the need for a fully funded national effort in basic skills for adults.

The National Commission on Excellence In Education's report "A Nation At Risk: The Imperative For Education Reform," states that,

> "In a world of ever-accelerating competition and change in the conditions of the workplace, of ever-greater danger, and of ever-larger opportunities for those prepared to meet them, education reform should focus on the goal of creating a Learning Society. At the heart of such a society is the commitment to a set of values and to a system of education that affords all members the opportunity to stretch their minds to full capacity, from early childhood through adulthood, learning more as the world itself changes. Such a society has as a basic foundation the idea that education is important not only because of what it contributes to one's career goals but also because of the value it adds to the general quality of one's life."

We believe such reform should be equally directed toward students in the secondary vocational education system. Too often, this group of students has been offered reduced academic opportunities replaced by specific skill training which limits their future employability to low-skill, low-paying jobs. The AFL-CIO believes that secondary students should continue their core academic subjects while at the same time receiving broad, general skill training with adaptive skills. Vocational education should be held to the highest possible standards in both the practical and academic education offered to their students.

The AFL-CIO particularly urges federal support for programs that:

* address the particular needs of minority and inner-city youngsters for equal access to vocational education institutions;

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- encourage improved standards of performance for vocational schools;
- offer the necessary resources for improved guidance counselling for students in the middle school years to give students time to consider preparation for work in non-traditional areas;
- strengthen and improve implementation of sex equity provisions;
- seek to improve resources available for teacher preparation, retraining and retention;
- provide adequate funding levels for the purchase of new equipment and upgrading in response to technological changes.

Vocational education, to be successful, must be a joint effort of educators, federal, state and local government and labor and industry. Improved strategies for coordination between and among state and local planning councils should be encouraged. According to the National Institute of Education's study on vocational education, coordination is taking place at the state level but it has had little impact on program decisions at the local level.

Title I of the "Education Amendments of 1976" of the "Vocational Education Act of 1963" mandates broadly representative state and local vocational education advisory councils that include labor representatives. We firmly believe that such advisory councils on the local, state and national levels are essential for the development of vocational education programs that are responsive to our economic and social needs in the midst of rapid technological change and structural dislocation in our economy. It is important that representatives of the appropriate labor unions or state and local councils of organized labor provide input concerning what courses or programs ought to be offered. This will help to avoid overtraining for a few popular programs where there is already an oversupply of workers, while at the same time encouraging the development of programs where there is likely to be a need for additional personnel.

The AFL-CIO urges the Congress to maintain these advisory councils with strengthened provisions for labor representation at the local, state and national

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level. The present law, Part B, Sec. 162 (a)(1) reads:

> "The National Advisory Council shall include individuals -- representative of labor and management, including persons who have knowledge of semiskilled, skilled, and technical employment."

However, there has been no labor appointment to the National Advisory Council on Vocational Education in this Administration. Moreover, we are advised that the staff of the Council interprets the law to mean either a labor or management representative. Accordingly, we request that this provision be reworded to read:

> "The National Advisory Council shall include individuals -- representative of both organized labor and management, including persons who have knowledge of semiskilled, skilled, and technical employment and training."

We likewise believe it is equally important for the National Center on Research in Vocational Education to have representatives from labor and industry in an advisory capacity for their research agenda. We support the establishment of a mandated council, with labor representation to assist the Director of the National Center for Research in Vocational Education. The National Center advisory council would advise the Director and the Secretary of Education concerning policy matters affecting selection and conduct of major research projects and activities of the Center.

In the area of new initiatives, we urge additional funds be provided for training and retraining of adults who are entering the job market or who are already in the labor market. Such funds should also be designed to assist workers who are victims of structural unemployment and industrial dislocation. There is an urgent need to equip adult workers with competencies that match the requirements of our factories and offices which have been and will be affected by rapid technological change.

The continued erosion of a national commitment for a fair and comprehensive education to address the needs of workers and their families ill

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serves the future growth of the nation. The current Administration's call for a decline in federal support for educational programs must be replaced with a substantive federal leadership program to enable the nation's public education system to educate and retrain America's current and future workforce.

In 1981, the AFL-CIO Executive Council Report, adopted at the AFL-CIO Convention in November of that year, pointed out that:

> "At a time when education in America was beginning to reflect the benefits of the categorical programs funded in the last two decades, this Administration has misread an election victory as an overwhelming mandate to ease federal responsibility for educational services to workers and their children... We continue to believe that leadership at the federal level is crucial to addressing the needs of special populations that were not attended to until the advent of federal aid."

Most recently, the AFL-CIO Executive Council at its February 1983 meeting approved a statement on Education calling for a "substantive leadership program to enable the nation's public education system to educate and retrain America's current and future workforce." The AFL-CIO Executive Council also asked Congress to "reject Administration efforts to reduce support by consolidating vocational education grants into broader education block grants." This follows an earlier statement of the Executive Council (Feb. 1980) defining specific needs in vocational education. These statements are attached.

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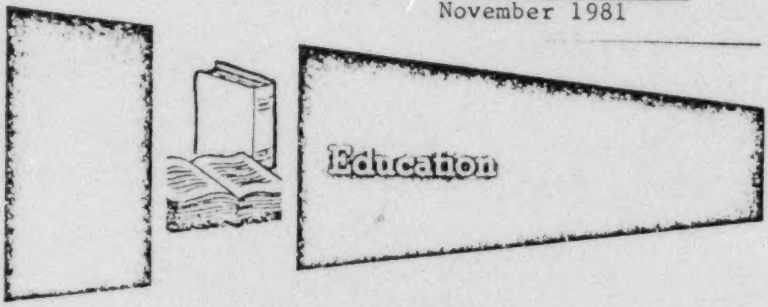
FROM: Report of the AFL-CIO Executive Council November 1981



Education

Since the AFL-CIO last met in convention the goals for achieving quality education for workers and their families have received an unprecedented challenge from the Reagan Administration. At a time when education in America was beginning to reflect the benefits of the categorical programs funded in the last two decades, this Administration has misread an election victory as an overwhelming mandate to ease federal responsibility for educational services to workers and their children. In the massive shift of national resources through budget cuts and tax expenditures public education has taken an unfair share of the burden. Even more discouraging for those who would hope to achieve the American dream of a quality education program from kindergarten through college for themselves and for their children is the knowledge that this first round is just the beginning.

The labor movement, which has been in the forefront of education battles in local communities, state legislatures and the Congress, must be prepared to marshall its forces to sustain the gains achieved over the last 100 years and move forward with a program that addresses the crucial needs of our public education system.

The AFL-CIO celebrates its centennial year within the framework of an Administration that eloquently professes empathy for workers' problems, yet stridently proposes programs that contradict the rhetoric. The AFL-CIO again reaffirms its commitment to the goals enunciated by Samuel Gompers: "We want more schoolhouses and less jails, more books and less arsenals, more leisure and less greed, more justice and less revenge."

Elementary and Secondary Education

The AFL-CIO reasserts its commitment to building a strong public education system from kindergarten through college. In

pursuit of that goal we firmly reject such proposals as educational vouchers and tuition tax credits as detrimental to the continued strength and growth of the public school system. We will continue to work for the full funding of education programs on every level of government to assure that sufficient resources may be available to address the critical needs of the public schools.

We continue to believe that leadership at the federal level is crucial to addressing the needs of special populations that were not attended to until the advent of federal aid. Quality programs and equal educational opportunity for all citizens continues to be our priority.

The Elementary and Secondary Education Act of 1965 was essentially repealed with the passage of the Education Consolidation and Improvement Act of 1981. Twenty-eight separate programs were folded into one block grant. However, the largest categorical programs such as Title I, grants to school districts, Handicapped Aid, and Adult Education were authorized separately. In addition, Impact Aid, Bilingual and Vocational Education will continue as separate programs.

We support the concept embodied in Title I as it was originally written in 1965, a program to address the critical education needs of children who were economically disadvantaged. This concept though under attack from several quarters survived in the new Education Consolidation and Improvement Act of 1981. New research indicates that Title I services have made an impact on achievement levels of youngsters receiving these services as compared to those who have not. We believe that this program illustrates the beneficial role that federal leadership programs in education can provide. The AFL-CIO opposes any further efforts to dilute Title I services through conversion to block grants or diminished funding.

Impact Aid, one of the largest programs of general assistance to school districts, was reduced by nearly 50 percent. The new legislation calls for a three-year phase out of the program for children whose parents live or work, but not both, on federal property. Schools on military property which have been supported by Education Department monies will be picked up by the Department of Defense. Elimination and reduction of Impact Aid will add to the burden of local school districts in financing educational services with inadequate tax revenues.

Career Education

The Career Education program which acquaints students with the many options available to them in the world of work lost 50 percent of federal funding and was folded into the block grant of 28 programs in the education legislation of 1981. We expect, however, that career education efforts will continue in the state and local education agencies.

We urge our affiliates to cooperate with teachers seeking to

give their students additional information about the labor movement in their career education projects. We reiterate our concern that career education not be used to circumvent appropriate labor laws in the guise of providing work experience for students.

Labor in the Schools

Through renewed efforts with state federations and affiliates the department has been working to advance a balanced program of education about the labor movement in the nation's classrooms. The department has cooperated with efforts in Maryland, Michigan, California and Wyoming which are currently underway to introduce information about the labor movement into the school curricula. Conferences to assist teachers and educators working with this program have been held in the same states. Special emphasis has been given to the preparation and distribution of material and films to augment these programs.

Packets of information designed for students and teachers have been distributed by the department. A new publication, How Schools Are Teaching About Labor, provides teachers with curriculum that has been successfully introduced into the public schools. Supplemental to this effort are the materials prepared for labor's centennial and described in another section of this report and the department publication, Guide to Union Sponsored Scholarships.

Vocational Education

The AFL-CIO reaffirms its historic concern with the development of the vocational education system. At present, approximately three million young people complete vocational education programs that enable them to be successful in finding employment related to their training. At a period when it is most necessary to direct vocational education programs to specific populations to alleviate youth unemployment, the Administration has cut $49 million from the program and is asking for $553 million in 1982, a 30 percent cut in funding from 1980.

As the Congress prepares to reauthorize the Vocational Education Act of 1976, we call upon them to:

- address the particular needs of minority and inner-city youngsters for equal access to vocational education institutions.
- consider the resources needed for guidance counselling, teacher preparation and research.
- appropriate and authorize adequate funding levels for the purchase of new equipment and upgrading due to technological changes.
- address the questions of sex equity in all vocational education programs.
- maintain the federal leadership role by rejecting the block grant proposals.

We ask that the same resources that are allotted to college-bound students be allocated to those students in the vocational education system. For too long this system has been considered inferior to the general education offerings. We continue to believe a vocational education system that offers a quality program of basic education and general skills will make a significant contribution to alleviating youth unemployment.

Higher Education

The Reagan Administration budget critically curtails student aid funds for workers and their children. The budget cuts affect virtually every student aid program:

- Student assistance under the Social Security program was reduced by 25 percent and will be gradually phased out over a four-year period. This program was for the children of retired or disabled. It is estimated that approximately 200,000 students a year will be adversely affected by the elimination of these benefits.
- Guaranteed loans for college students were reduced with a means test imposed for families with annual incomes exceeding $30,000, eliminating 450 million from the loan program. In addition, a 5 percent origination fee will be required for all loans.
- The interest rate was raised from 9 to 14 percent for loans to parents of college students, with the interest rate tied to the Treasury bill rate.
- The maximum amount of the Pell grants to needy students was reduced for this year with further reductions due next year.
- The interest rate was raised by 1 percent (from 4 to 5 percent) on the National Direct Student Loans, a program for particularly needy students.

These reductions in aid must be examined in combination with a general reduction of support for higher education on the state and local level due to special tax initiatives and loss of revenue. We ask our affiliates to continue their efforts to convince the Congress and the state legislatures that higher education be an attainable goal for every American regardless of race, color, creed, sex or economic background.

Access to higher education is as important for workers as it is for their children. The Education Department has been cooperating with universities and unions to increase the availability of general liberal arts degree programs geared to the interest of workers. These programs provide access to higher education for trade unionists, still fully employed, and at the same time forge a new and binding relationship between higher education and trade unionists.

A growing number of union members want to return to school or complete work on a degree. The AFL-CIO recognizes that the current crisis in social and economic policy requires that the labor movement educate its members in a broad range of subjects

including economics, international affairs, technology, and urban studies. Liberal education programs designed for and delivered to working people will enable large numbers of unorganized students to become familiar with the history of work and the role of the labor movement. Faculty who staff these programs will develop a better understanding of trade unions.

The AFL-CIO supports and encourages this new development in higher education and sees it as offering a balance for students to the growing proliferation of business-oriented higher education programs. We urge union affiliates to encourage their members to take advantage of negotiated tuition aid benefits and union scholarships to continue their higher education.

Adult and Worker Education

Workers and their unions face increasingly complex legislation, new technology, and health and safety problems that make it mandatory that they have access to education programs that will help them effectively fulfill their duties to administer their unions and represent their members. State universities and community colleges that cooperate with unions to offer these educational services are now in the midst of a struggle for public funding to continue these programs. We call upon our affiliates to sustain their efforts in support of these institutions serving labor's needs and we ask their assistance as we seek to convince legislators on the state and national level that programs for workers are just as valid as programs for farmers and businessmen. We urge all affiliates to continue their special education efforts on behalf of minorities and women so that their preparation will enable them to move forward in leadership roles in the trade union movement.

The Education Department assists affiliates in worker education programs by maintaining close liaison with the universities and community colleges in the University College Labor Education Association. Through a cooperative conference in San Francisco in March 1981, 200 union and university labor educators were able to exchange information and programs impacting on trade union members.

Special programs for women trade unionists have been sponsored by the department. For the past six years the department has cooperated with the University and College Labor Education Association in sponsoring three week-long summer schools for trade union women. These regional schools concentrate on building skills and developing a greater knowledge of the history, structure and policies of the trade union movement to encourage women to take a more active role in their unions. A national conference on comparable worth was co-sponsored by the department, Cornell University, and the Coalition of Labor Union Women. The department staff also works with the Southern Advanced Labor School, the Rocky Mountain Labor School and

is available for planning and staffing state federation summer schools, and other programs sponsored by the affiliates. A special one-day conference on critical TV viewing was co-sponsored with the Connecticut State AFL-CIO.

Department staff worked closely in assisting grantees of the New Directions program of the Occupational Safety and Health Administration. The Education Department and the OSHA Department of the AFL-CIO have joined with several affiliates and state federations in a cooperative project with the Workers Institute for Safety and Health.

The Department of Education prepares basic materials which are widely used by international and local unions throughout the country. The most widely used publications include: AFL-CIO Manual for Shop Stewards and Teaching Guide, How to Run a Union Meeting, Films for Labor catalogue, Use Films in Education Programs, and Your Local Needs an Education Committee.

Each spring the department prepares a Leadership Training Manual which is designed to educate local union leaders on key legislative and economic issues of concern to labor. Almost 5,000 copies of this manual have been ordered for use in summer schools conducted by international unions, state federations, and university labor education seminars. In 1981 the manual was used by 38 international unions, 24 state federations, 21 central labor bodies, the AFL-CIO Southern Staff Training program and three summer schools for union women.

The AFL-CIO Film Library houses the largest collection of films on labor and legislative subjects in the country. New films are continuously added to the collection which is used by unions, universities, public schools, church and other social service groups throughout the nation. Film discussion guides are prepared on most films. Education Update, a bimonthly newsletter about labor education programs and resources is distributed to union and university educators.

Council Recommendation

Elementary and Secondary Education

The AFL-CIO affirms its commitment to building a strong public school system to serve all our citizens. Therefore

1. We continue to reject tuition tax credit proposals and educational vouchers as detrimental to the advancement of the public schools.

2. We urge Congress to fully fund education programs designed to serve all students with special needs, i.e., Title I, handicapped aid, and bilingual programs. We further urge Congress to resist any new initiatives to dilute federal aid through budget cuts or conversion to block grants.

3. We ask all our affiliates to assist the schools in teaching about the labor movement. Films, materials and speakers from the labor movement are an invaluable tool for the classroom

teacher's efforts to introduce the study of labor into the school program.

Vocational Education

We call upon Congress not to shortchange the students in vocational education and to authorize a program that will enable the system to respond to the problems of youth unemployment. We ask that the reauthorization of Vocational Education continue the federal leadership role; target programs for inner-city residents; provide for teacher training and resources; authorize realistic levels of funding for new equipment and new technologies; and address the question of sex equity for both men and women.

Higher Education

Tuition for higher education should not be prohibitive for workers and their families. We renew our call to Congress to fully fund programs of student aid so that the goal of equal opportunity in education may be available to all students.

The AFL-CIO supports and encourages the development of worker-oriented liberal arts degree programs sponsored by community colleges and universities.

We specifically urge our members to begin or continue their higher education in programs designed and sponsored by unionized faculty.

Adult and Worker Education

We call upon our affiliates to increase their efforts in providing education programs for their members. We urge affiliates to work cooperatively to assure that programs for workers receive public support consistent with the funding for programs for farmers and businesses.

Statement by the AFL-CIO Executive Council

on

Education

February 28, 1983
Bal Harbour, Fla.

The AFL-CIO rejects the Reagan Administration's education budget proposals because they rest on tax gimmicks, rhetorical fluff and pious platitudes instead of a substantive leadership program to enable the nation's public education system to educate and re-train America's current and future workforce.

The AFL-CIO continues to reject education vouchers, tuition tax credits and education savings accounts which drain revenues needed for public education institutions. The voucher proposal for compensatory education services for the disadvantaged could destroy a successful and effective public school program.

The AFL-CIO opposes cuts that eliminate or reduce student aid programs and so-called self-help grants which further diminish equitable education opportunities, penalize low tuition community colleges and state institutions and demean the dignity of workers' families striving to offer their children the opportunities of higher education. The AFL-CIO considers education to be a right and not a privilege. The Reagan Administration's proposals, by requiring greater payments by individuals, would severely restrict access to higher education for most Americans, especially those in low-income groups.

In the conviction that America's commitment to quality education for all should be broadened and strengthened, rather than reduced, we call on the Congress to reject proposed rescissions in the categorical funding for bilingual education, Indian education and special programs to assist elementary and secondary schools.

The President's budget proposals of the last two years included no money for mathematics and science teaching. While this year's proposal does address the real need

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to train more teachers in these subjects, a far greater effort is needed to help raise the national level of technical knowledge and training. Vocational education programs being considered for renewal this year are especially important because of the recession and high unemployment. Putting America back to work will often depend on our ability to send America back to school.

Education and training related to job opportunities should be easily and freely available to young people and to adult workers, especially to those who are unemployed. To achieve this goal, the public vocational education system must be adequately funded.

The AFL-CIO calls upon Congress to authorize realistic levels of funding to enable public vocational education to train students in high technology, using modern equipment. To maintain the federal leadership role, Congress should reject Administration efforts to reduce support by consolidating vocational education grants into broader education block grants.

We also urge the Congress to explore new initiatives for the retraining of adult workers through the vocational education system, to provide incentives and support for the training, retention and upgrading of teachers, and to continue and strengthen the requirements for labor representation on local advisory councils.

We recognize that the joint cooperation of labor, management, local government and local education agencies and institutions is essential for the effective operation of vocational programs to meet the needs of workers, their employers and local communities. We urge all AFL-CIO affiliates to support such cooperative efforts in every possible way.

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Statement by the AFL-CIO Executive Council

on

Youth Employment, Education and Training

Bal Harbour, Fla.
February 21, 1980

We welcome and support the concept embodied in the Administration's new initiative on youth education, employment and training. It is a significant step in the right direction of providing both skills and jobs for young people who are often unemployed because of a lack of education and training.

The program draws on the experience gained from the Youth Employment and Demonstration Projects Act of 1977, which the AFL-CIO supported. It also reflects our long-time concern that education and training must involve close collaboration between the education community, government, labor and business.

The AFL-CIO believes this initiative will improve education, training and employment opportunities for disadvantaged youth. The assistance provided for both vocational and basic education will assure students not planning to attend college the same resources and preparation at the secondary level as college-bound students.

We call upon Congress to make certain that vocational and basic educational facilities and services will be made available to those most in need in the inner cities and rural areas. Youth unemployment will be diminished only when those minority young people most affected have access to educational opportunities that provide increased emphasis on academic skills combined with a program of broad technical skill training.

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We urge more realistic guidance counselling on vocational opportunities in the middle school years to give students the time to consider entry into previously non-traditional work areas for both men and women. Improved standards of performance for vocational education schools and programs can be best realized through support for teacher training, upgrading and modern equipment.

Vocational education can offer young people a practical and realistic insight into the world of work; it should not mean that vocational education students are encouraged to leave school at an early age for low-skill, low-paid jobs. Work experience can teach vocational education students much about labor and collective bargaining and should not be an excuse to pay sub-minimum wages or undermine established working conditions.

The AFL-CIO and its affiliates are pledged to work with teachers and business and industry to effectively assist in the education and training of young people, many of whom are the children of our members.

Accordingly, we will continue to work with the Administration and the Congress in developing the authorizing legislation and assuring sufficient appropriations, so that this important new program combined with enhanced vocational and basic education, will be effective in reducing youth unemployment and providing the nation with a more qualified workforce for generations to come.

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EXTEND THE VOCATIONAL EDUCATION ACT

TUESDAY, JUNE 14, 1983

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:59 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Perkins, Goodling, Packard, Gunderson, Bartlett, and Chandler.

Staff present: John F. Jennings, majority counsel; Nancy Kober, majority legislative specialist; and Richard Di Eugenio, Republican legislative associate.

Chairman PERKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on the reauthorization of the Vocational Education Act.

This subcommittee conducted 33 hearings in the 97th Congress to prepare for legislation to extend and amend the act.

It is my hope that we will consider a reauthorization bill in the next few months. This morning we will hear from representatives of several national organizations. I believe that involvement of a variety of organizations will result in a better vocational education bill.

We have here on a panel Ms. Linda Tarr-Whelan, director of government relations, National Education Association; Dr. Joan Parent, president, National School Boards Association. Both of you come around wherever you are. And then there is Joanne Goldsmith, president, National Association of State Boards of Education; Dr. Marion Holmes, director of vocational education, Philadelphia Public Schools, representing the Council of Great City Schools, and the National Association of Large City Directors of Vocational Education. Come around.

And then Mr. John Martin, director of Federal-State relations, Council of Chief State School Officers; and Dr. John Rowlett, vice president for academic affairs and research, Eastern Kentucky University.

We will hear from you first, Ms. Tarr-Whelan.

STATEMENT OF LINDA TARR-WHELAN, DIRECTOR OF GOVERNMENT RELATIONS, NATIONAL EDUCATION ASSOCIATION

Ms. TARR-WHELAN. My name is Linda Tarr-Whelan, and I am director of government relations for the 1.7 million member National

Education Association [NEA] which represents educators and education support personnel in all 50 of these United States.

Among our members are approximately two-thirds of all of the secondary vocational educators in the United States.

We appreciate this opportunity to testify before you today and I ask that our full statement be entered into the record.

Chairman PERKINS. Without objection.

[Prepared statement of Linda Tarr-Whelan follows:]

PREPARED STATEMENT OF LINDA TARR-WHELAN, DIRECTOR OF GOVERNMENT RELATIONS, NATIONAL EDUCATION ASSOCIATION

Mr. Chairman:

My name is Linda Tarr-Whelan, and I am director of Government Relations for the 1.7 million member National Education Association (NEA), which represents educators and education support personnel in all fifty of these United States. NEA has long been concerned about the design and direction of vocational education in the country. We especially appreciate this opportunity to present the NEA's views on the reauthorization of the Vocational Education Act.

It is particularly fitting that reauthorization of this vital legislation comes in tandem with the great national debate currently taking place over the role of education in preparing our nation for the future. And within that debate, much focus has been centered around the role of an adequately prepared and skilled workforce to help the U.S. maintain its competitive edge in the international economy, and to keep our nation on top of the dizzying technological changes occuring daily. In addition, the role of a technically skilled workforce is key to another vital concern: our national defense. For as much as talk has centered around the development and deployment of new weapons and weapons systems, without the people trained to maintain and operate them, those systems are really worthless to our national defense needs.

Vocational education is central to providing the opportunity for every individual to develop his or her capabilities and employment prospects to the maximum extent possible. Because of both financial constraints and demands of the workplace, increasing numbers of young Americans and older individuals as well will be looking more and more to the career choices that a vocational education can help attain. It must be remembered that as the basic structure of our economy continues to

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shift from primarily manufacturing to a more service-oriented one, increasing numbers of workers who would a generation or less ago have had a job for a lifetime must now seek new work. Increasingly workers must be retrained for that new work--sometimes more than once in their lives as workforce needs change. And as other countries, primarily in Europe, have recognized worker retraining as a national priority, so too the U.S. must begin to more comprehensively plan for the retraining of its workers on an on-going basis.

All of the above point to the need for our nation to maintain and strengthen its national commitment to vocational education. The federal commitment to a vital program was first begun with passage of the Smith-Hughes Act in 1917, and has continued to expand to include the technical needs for the nation's economic requirements and the needs of its people. The federal role within this endeavor has been an obvious cornerstone to the program's continuing success.

At this moment in our history, that federal role cannot be reduced. Federal assistance for vocational education programs must be viewed as a way to supplement and not to supplant state and local funds. And the national leadership role of the federal government must be more clearly defined and strengthened.

Specifically, the role of the federal government should be to improve, enhance, expand and maintain the quality of current Vocational Education programs, and to provide access and equity to quality programs for those previously underserved--people of color, women, the economically disadvantaged and the handicapped.

But now, the federal role in meeting the challenges of this national priority is threatened by an administration which claims belief

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in a renewed emphasis on education as a national commitment and solution to many of our national concerns without funding or leadership. The Reagan Administration's rhetoric rings particularly hollow in the area of vocational education since, without openly obliterating this program, it has nonetheless tried hard to take the teeth out--by proposing consolidation of the Vocational Education and Adult Education programs, and by proposing to slash their total funding by nearly a half.

The Administration's budget request for FY '84 for the proposed Vocational Education/Adult Education block grant was for $580 million. This compares with the House-adopted budget assumption for this same year of $937 million, and a Senate-adopted assumption of $900 million.

The Administration's approach is obviously no answer to a top economic and educational need, and I want to strongly register the NEA's opposition to it. To meet the current needs of our vocational education, NEA recommends a minimum new authorization level of $1.5 billion.

Education Is Voc Ed Act's Prime Focus

Vocational education must be viewed and defined in broad educational terms. In that light, it must be seen not only as a means to an end nor should career placement be the main criterion for success. As with all education, vocational education must be solidly grounded in basic academic skills, reasoning and citizenship training. Additionally, it should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education and not preempt it. It should also provide equality of educational opportunity for all students:

* students who need training for employment
* students preparing for further education or

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training for careers
* students continuing with postsecondary education
* students entering the labor force and needing further education and training
* students requiring special preparation for entry into or completion of a vocational education program

Equity of Access to Education and Jobs Key

The Vocational Education Act must continue to promote equity and access for employment training and employment opportunities. It should also continue to be utilized as part of the public policy goal to eliminate sex, race, age and ethnic biases in employment opportunities. In particular, the Vocational Education Act must firmly uphold the Constitutional guarantees of equality of treatment and access through specific written policies, enforcement of those policies, and public scrutiny. And there is a continued need for a cooperative arrangement between state agencies with the responsibility for overseeing and implementing affirmative action provisions of the Vocational Education Act and state civil rights agencies charged with general civil rights enforcement.

One aspect of the Vocational Education Act which we feel deserves special attention as you in the Congress continue your deliberations on the reauthorization of the program is the continued need to provide equity to women enrolled in the programs. Care must be taken not to track women into so-called traditional women's jobs--which are usually low-paying and offer few opportunities for future career growth. Pay disparities between men and women doing the same jobs must also be monitored and, where present, abolished. We must also maintain sensitivity about women's special concerns as workers/students/homemakers, particularly to the increasing number of single women heads of households, who are likely to be enrolled in vocational education

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programs. Time and day care arrangements should be prime factors in determining and designing vocational education classes.

In addition, and perhaps more importantly in terms of the legislation itself, the current provisions for women's equity should be strengthened through a stronger and more effective role for the sex equity coordinators at the state level. Staff people in these jobs should take on a more active role in developing state vocational education plans, and should be part of the state vocational education council. Moreover, provisions and a funding method to develop model sex equity programs and nontraditional job enrollment plans should be incorporated into the Vocational Education Act. The Act should also include a section aimed a coordinating all sex equity technical assistance activities as they relate to civil rights activities. Only through this enhancement of the role of the sex equity coordinator in each state can the Vocational Education Act come under adequate monitoring and enforcement to assure access and participation of women in the program.

Voc Ed--Employment Training Programs: Enhanced Coordination

When feasible, the federal job training and education programs, such as the Job Training Partnership Act should be coordinated with programs under the Vocational Education Act. The NEA believes that the Vocational Education Act must be viewed for what it is: the foundation on which other employment training programs are based. If, in fact, changes in legislation are needed to enhance the relationships with other job training programs, we recommend that those changes should come through the particular legislation, such as the Job Training Partnership Act, and not the Vocational Education Act. In addition, just as there

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may also be a need to coordinate the Vocational Education Act and other job training programs, there also exists a need to coordinate Vocational Education and these programs with other education programs to enhance their overall effectiveness. The NEA will continue to press for all job training and youth employment programs to be operated through the public schools.

To enhance vocational education programs at the local level, there may be need at this time to include new incentives for cooperative programs with local private industry. The NEA advises, however, that in any attempt to build links with private industry, the traditional autonomy and educational responsibilities of the local education agency must not be undermined or diminished.

Vocational education programs must ultimately be designed and implemented at the local level. One of continued complaints of NEA vocational education teachers is that funds fail to reach the classroom for education programs. To improve the delivery and effectiveness of the Vocational Education Act, NEA believes that the legislation should include a nationally established within-state distribution formula to ensure that the bulk of the resources for the program reach and are utilized at the local level.

To strengthen the link of vocational education programs at the local level with our national priorities, we suggest that new resources be targeted to areas which are suffering particular economic distress--either through plant closings, other recessionary pressures or natural disasters.

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Vocational Education: The Postsecondary Responsibilities

In the reauthorization of the Vocational Education Act, the NEA believes that postsecondary responsibility and opportunities for vocational education should be clearly recognized. We feel it proper and important that vocational education should be encouraged and assisted at the postsecondary level in both public two-year institutions, such as community, junior and technical colleges, and in public colleges offering baccalaureate degrees. Funds for postsecondary vocational education programs should be administered through the state agency which has jurisdiction over all postsecondary education, and they should be delivered to the local institution providing the program.

Vocational Education Teachers: Training Update Needed

Just as our workforce needs training and retraining, vocational education teachers must continue to be adequately trained and retrained to carry out their responsibilities--both in their particular field of specialization and in education techniques. This will require the legislation to allow for additional in-service training mechanisms for teachers and staff. This would include, but not be limited to use of teacher centers, summer programs or sabbaticals. Teachers and students should also be involved in the planning of all vocational education programs at the local level. All teacher representatives taking place in such planning programs and processes should be elected by their own bargaining agents.

Additionally, the reauthorization debate should make note of the tremendous need which currently exists for the renovation of facilities and the replacement of obsolete equipment in vocational education classrooms.

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Voc Ed and High Tech Training: Inextricably Linked

The need for new incentives for the development and implementation of vocational education programs in emerging and high technologies is imperative, but these programs should not be developed at the expense of other effective and needed programs. While high technology is in the forefront of the development of new jobs, as I noted earlier, the vast majority of new jobs will not be in specifically high tech fields, but in office work, service oriented work such as janitorial services, health care, and in other jobs not requiring the same degree of training as high tech work. At the same time, I would be remiss not to make mention of the fact that the new technologies are having reverberating effects on more traditional jobs and workers. Therefore, vocational education programs must be designed to enable people to enter, leave and reenter education and training programs over a lifetime of employment as well as to prepare individuals for a number of sequential careers.

In conclusion, I would like to mention that the NEA has been working for some time with a wide variety of other education, business and labor groups and other organizations interested in education to enhance the quality of vocational education programs, and more specifically on the reauthorization of the Vocational Education Act. And we stand ready to work with the Congress in this critical process.

Please note that I have included the NEA position on Vocational Education as an attachment to this statement.

Thank you so very much for this opportunity to present the NEA's views on the Vocational Education Act.

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nea National Education Association • Legislative Statement

VOCATIONAL EDUCATION

NEA Position

The National Education Association believes that an important element of American public education is the preparation of students for a lifetime of employment. Such preparation should be incorporated into a comprehensive education that provides all students an opportunity to be effective, productive citizens. The Association believes vocational education is an effective means of preparing students to meet the challenges of a competitive job market.

Discussion

Vocational education is the process by which a student learns the skills and knowledge necessary to perform a given career choice. Vocational education should encompass two important goals: education and training. When a student is ill-prepared to take on the challenge of pursuing higher education, or opts to forego college for whatever reason, that individual must be sufficiently prepared to engage in some occupation to earn a wage.

If the student has not been exposed to or gained knowledge of various career choices in conjunction with academic training, he or she faces a two-fold dilemma. The student is unaware of what his or her particular career options are, and as a corollary thereof, lacks the skill to enter the workforce. The NEA believes that the preparation of students for careers should be a basic part of their educational development.

Vocational and career education and traditional academic courses must be blended to achieve the flexibility necessary to meet the needs of the student and the challenge of our changing times. It is essential that students be prepared for careers, vocations, and productive jobs; this preparation should be basic to the educational process.

The National Education Association has adopted the following criteria for evaluating vocational education programs.

1. Vocational education programs should provide equality of educational opportunity for all students, including the following:
   - those who need training for employment;
   - those who wish to prepare for further education or training for careers;
   - those who wish to continue postsecondary education and who want or need further skills for employment;
   - those who have entered the labor market and need further education and training;
   - those who lack the basic skills that are necessary to enter or complete a vocational program;
   - those who have educational needs that require special preparation for entry into or completion of a vocational education program.

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2. Vocational education should be used as a tool in eliminating sex, age, race, and ethnic biases in employment opportunities.

3. Vocational education should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education.

4. Vocational education should be encouraged and assisted at the postsecondary level:

- in public community colleges and technical institutes;
- in public institutions offering baccalaureate degrees.

Funds available for postsecondary vocational education should be administered through the state agency having jurisdiction over postsecondary education and delivered to the local institution providing the program.

5. Vocational education at both the secondary and postsecondary levels should require involvement of students, potential students, and teachers (both vocational education and general education teachers) in planning activities.

6. Vocational education programs should be designed to enable persons to enter, leave, and reenter education and training programs over a lifetime of employment, so that education and training can be continuous throughout life.

7. Job training and youth employment programs should be closely coordinated with vocational education programs and, when possible, should operate through public schools and institutions.

8. Job placement should not be the sole measure of success for vocational education programs.

9. Vocational education teachers should be adequately trained to effectively execute their training responsibilities.

10. Vocational education should continue to be administered by the Department of Education and that entity should retain its Cabinet-level status.

Conclusion

The National Education Association supports vocational education as a major component of education. Because Americans work an average of 40 years at many different jobs in a market that is in constant flux, skills training and education should be equally emphasized when advocating vocational education.

Ms. TARR-WHELAN. It is particularly fitting that the reauthorization of this vital legislation comes in tandem with a great national debate currently taking place over the role of education in preparing our work force and our future economic productivity.

Within that debate much focus has been centered around the role of an adequately prepared and skilled work force to help the United States maintain its competitive edge in the international economy and to keep our Nation on top with a technically skilled work force so that we are on top of the dizzying technological changes which are occurring.

Vocational education is central to providing the opportunity for individuals to develop his or her own capabilities and employment prospects to the maximum extent possible.

Because of both financial constraints and demands of the workplace, increasing numbers of young Americans and older individuals as well, will be looking more and more to career choices that vocational education can help attain.

It must be remembered that as the basic structure of our economy continues to shift from primarily manufacturing to a more service oriented, increasing numbers of workers, who would a generation ago have had a job for lifetime, must now seek new work.

Increasingly, workers must be retrained for that new work and sometimes more than once in their lives as the work force needs change. As other countries, primarily in Europe have recognized, worker retraining is a national priority and so, too, the United States must begin to more comprehensively plan for the retraining of its workers on an ongoing basis.

All of the above points to the need to maintain and strengthen its national commitment to vocational education. Specifically, we believe that there is a twofold role of the Federal Government and that role is to improve, enhance, expand, and maintain the quality of current vocational education programs, and second, to provide access and equity to quality programs to those previously underserved, people of color, women, economically disadvantaged, and handicapped.

The Reagan administration rhetoric on this issue is particularly hollow, since, without quite obliterating the program, it has nonetheless tried to take the teeth out, by proposing consolidation of the vocational education and adult education programs and then proposing to slash the total funding by nearly half.

The administration's budget requests for fiscal year 1984 for the proposed joint program was $500 million. This compares with the House-adopted budget assumption for the same year of $931 million and a Senate adoption of $880 million.

I would like to present to you 10 recommendations which are covered in the testimony and I will do them very quickly.

First, NEA recommends a minimum new authorization level of $1.5 billion. If we were to correct for inflation from 1980 until the present time, this year's authorization and appropriation would be $1.2 billion. We therefore urge the committee to deal with a new level of $1.5 billion.

Second, we believe that vocational education must be viewed and defined in broad educational terms. In that light it must be seen not only as a means to an end and career placement should not be

the main criterion for its success. It should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education and not preempt that comprehensive education.

Third, we believe that the program should deal with the problem of equity of access to education. The Vocational Education Act must continue to promote access and equity for employment training and employment opportunity. It should continue to be utilized as part of the public policy goals to eliminate sex, race, age, and ethnic biases in employment opportunity.

Fourth, one aspect of the Vocational Education Act, which we feel deserves special attention is equity to women. Care must be taken not to track women into so-called traditional women's jobs, which are usually low paying and offer few opportunities for future career growth.

In order to do that, we make specific recommendations for a stronger and more effective role for the sex equity coordinators at the State level. Moreover, provisions and a funding method to develop model sex equity programs and nontraditional job enrollment plans should be incorporated into the Vocational Education Act.

The act should also include a section aiming at coordinated all sex equity, technical assistance activities as they relate to civil rights activities.

Fifth, when feasible, the Federal job training and education programs, such as the JTPA, should be coordinated with the Vocational Education Act. The NEA believes that the Vocational Act should be viewed for what must be, the foundation on which other employment and training programs are based. The NEA will continue to press for all job training and youth employment programs to be operated through the public schools.

Sixth, vocational education programs must be ultimately designed and implemented at the local level. Therefore we believe that legislation should include a nationally established, within-State distribution formula to insure that the bulk of resources for the program reach and are utilized at the local level.

We also believe that new resources should be targeted to areas which have suffered particular economic distress.

Seventh, in the reauthorization of the Vocational Education Act, the NEA believes that postsecondary responsibility and opportunities should be clearly recognized. Funds for postsecondary vocational education programs should be administered through the State agency which has jurisdiction over all postsecondary education and they should be delivered to the local institutions providing the program.

Eighth, just as our work force needs training and retraining so do vocational educators who must be continued to be adequately trained and retrained to carry out their responsibilities, both in their particular field of specialization and in education techniques.

We would urge that the legislation allow for additional inservice training mechanisms with teachers and students involved in the process.

Ninth, the reauthorization debate should make note of the tremendous need which currently exists for the renovation of facilities and the replacement of obsolete equipment in vocational education

classrooms. And I should say, Mr. Chairman, that the NEA members recently polled show the same as the NCES and AVA figures that the top priority of vocational educators is the shortage of equipment and obsolete equipment in their classrooms.

Tenth, the need for new incentives for the development and implementation of vocational education programs in emerging and high technologies is imperative. But these programs should not be developed at the expense of other effective and needed programs. The vast majority of new jobs will not be in specifically high-tech fields, but in office work, service-related work such as janitorial services, health care, and other jobs not requiring the same degree of training as high-tech work.

Therefore, Mr. Chairman, we would urge that vocational education programs be designed to enable people to enter, leave, and reenter education and training programs over a lifetime of employment as well as to prepare individuals for a number of sequential careers.

We thank you for this opportunity to testify and look forward to working with you and the committee on the legislation. Thank you, Mr. Chairman.

STATEMENT OF DR. JOAN PARENT, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION

Dr. PARENT. Thank you, Mr. Chairman. My name is Joan Parent and I am president of the National School Boards Association. We are pleased to have this opportunity to testify before the Elementary, Secondary, and Vocational Education Subcommittee of the House Committee on Education and Labor on the upcoming authorization of the Vocational Education Act.

Our purpose this morning is to mention briefly several areas where the present legislation can be improved. Our recommendations for Federal vocational education legislation are based upon several basic premises.

First that the changing needs of the economy require a major restructuring of vocational education, with particular attention to what is taught and to whom it is taught. By this we mean that both vocational curriculum and the students served must be viewed more broadly than skilled training for workbound students.

Second, that the declining availability of public resources requires extensive use of existing education institutions and their governant structures. Certainly the role of public secondary schools cannot be overlooked or diminished.

Third, that the Federal funds for vocational education must be identifable at the local school district level along with the Federal purposes for which they are being used. At present, local school districts cannot clearly distinguish either their Federal funds from their State vocational education funds or Federal purposes from State purposes.

Fourth, that vocational education is an education program with the traditional objective of maximizing career opportunities as its foremost objective. By contrast, Federal vocational education legislation should not be shortsighted by overemphasizing and thereby locking young minds solely into specific needs of a particular locale

at a particular time. That is, the Federal role should be a national strategy and not simply a community development program.

Restated, this legislation should not be a quick fix employee training program, although any comprehensive vocational education program can be and probably should be the foundation for providing such services.

There are other Federal programs that address these needs in the Department of Commerce and Labor as well as others.

I stress this point because NSBA is aware of the temptation to make vocational education a solution for national economic problems which themselves are not necessarily answered at the local level by training of more students.

If we have learned anything over the past 20 years, it's that our educational system cannot singlehandedly solve all our societal problems. Given the scrutiny Federal education programs are receiving, it has never been more important that the national purposes of this program be clear so that education can play its specific role in solving our national problems.

We recommend for the reauthorization of the Vocational Education Act in the Federal role the President's Commission on Excellence in Education noted the two dimensions of the Federal role in education—equity and excellence. The tenor of the report is that all education is vital to our economy and all education is vocational, although not necessarily occupation-specific.

If we are to believe the findings of this Commission and others similar to it, it is clear that the Federal role should include, but not just be limited to the traditional equal opportunity issues. The Federal role in vocational education must address quality as well. Given the large amount of local and State funds supporting vocational education, it is particularly important that the dimensions of the Federal role be clearly defined.

Assuming that the major role of vocational education is educational, the Federal role should be to redefine vocational education consistent with future career demands in addition to supporting programs for target populations.

The vocational education program must be defined according to the needs of the students being served to maximize their career opportunities. Categories that require differing definitions are elementary, secondary youth, and school dropouts—youth with high school diplomas and adults, for example. It is no longer appropriate for a 17-year-old to graduate from a vocational program with only one set of occupational skills that will become quickly outdated.

An excellent vocational program will not only provide some specific occupational skills, but more importantly provide transferrable skills that will lead to quick adjustments to job transformations. The Federal role here would be to help schools add this new dimension—vocational education.

The strict occupational specific definition of vocational education of past Federal vocation legislation is outmoded and inappropriate for the future job market.

It must be recognized that there are occupations that require a baccalaureate degree such as engineering, nursing and agricultural research, just to name a few. Given this modern reality, the old

1917 concept of vocational education, as anything other than a baccalaureate degree must be changed.

Some youth could benefit from a college preparatory vocational education program. An appropriate role for the Federal Government in the mid-1980's is to help school districts to develop such programs. The same thinking about the specific role of the Federal Government should occur for the other segments of populations to whom our vocational education must be responsive.

When accomplished it will be clearer as to what must be done in the areas of personnel and facilities. In the process, the Federal responsibility for assuring access must be preserved. NSBA believes in a federally established formula to local school districts. We have attempted to determine how much Federal money is funding local school district programs.

We discovered that school district personnel and school board members throughout the Nation cannot distinguish their Federal dollars from their State vocational dollars.

Likewise, local officials cannot specifically point to programmatic changes occurring with Federal dollars. Federal mandates are an exception, such as the push to remove sex stereotyping in vocational education and Federal data collection activities. But the Federal role in vocational education is broader. Where the Federal role exists, especially mandates, the local school district should be aware of the amount of Federal funds supporting it.

The most efficient mechanism for articulating the Federal role is to establish a Federal formula to local school districts as is done in our most successful education program—ECIA, chapter I. The vocational education system should be simplified. The present law establishes a massive bureaucracy to carry out Federal vocation education programs.

In addition, by demanding a separate State board for vocational education in each State, there are advisory groups required at the local, State, and national level, extensive State plans and yearly updates requiring huge State staffs just for coordination purposes.

NSBA recommends that each State determine how it will address aspects of the Federal role that is identified in Federal law. The Federal Government should not mandate a particular administrative system for the achievement of a national purpose. This is particularly important since the local and States provide at least $8 for every Federal dollar. Each State should determine its own administrative structure to carry out the purposes of the act.

Evaluation criteria should address a balance between the needs of local business and the needs of students. Mechanisms to balance these needs should be an important Federal concern. Local vocational education programs serve a highly mobile business community and population. Businesses move in and out of communities as does the population.

High-quality vocational education programs cannot be just evaluated on criteria that assumes a static local business sector or work force. Students in vocational education programs must be educated with the realization that they may not work in the community where the education institution is located and they must be educated with a programmatic view about the future of existing local businesses.

The Federal Government has a clear national interest to assure that vocational education programs do not serve only local parochial business needs. It's well known that industry is and will continue to undergo major changes and these changes are creating a large structural unemployment problem. Vocational education will not be able to confront structural unemployment unless vocational education programs teach skills that transcend immediate local needs.

A judgment of whether a program should be offered must reflect the balance of local and national needs. This concern should be expressed in the evaluation criteria of any federally funded vocational education program. A program should be judged a success on a balanced set of criteria that are based on national employment needs, local employment needs and the uses to which the student puts his training.

Success is not necessarily whether a vocational student immediately gets a job in the occupation for which he was trained. As it is now defined in the present legislation:

> A successful vocational education graduate should not only be able to land an entry level job, but also to stay employed if the job changes or be able to quickly reeducate for a new job opportunity if the original job disappears.

We look forward to working with the committee to reauthorize the Vocational Education Act. We respectfully request permission to submit our comments for the record, either through testimony or by a written comment when the committee begins consideration of a specific piece of legislation.

Chairman PERKINS. Let me thank you for your statement. Go ahead, Ms. Goldsmith.

STATEMENT OF JOANNE GOLDSMITH, PRESIDENT, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

Ms. GOLDSMITH. Thank you, Mr. Chairman, members of the committee. I am pleased to be here this morning. I am Joanne Goldsmith, president of the National Association of State Boards of Education.

In most of our States our member boards are also responsible for vocational education. There is a sense abroad of great change, of an economy being transformed. There is also a strong consensus that our future will rely heavily on how we educate, train, and retrain our workers.

The large Federal stake in this area is indisputable. Traditionally, about half of the productivity of this Nation depends upon increases in our citizens skills and knowledge. Our military and our defense industries depend upon well-trained individuals. Structurally unemployed workers must be provided with retraining opportunities wherever possible.

Our quest for justice demands that we continue providing equal training opportunities to the disadvantaged, to women, to the handicapped, and to students who have little or no command of English. Through the 1980's, in fact, the largest number of new workers needed will be secretaries. Next come nurse's aides and orderlies. In the top 20 projected job training areas, you will also find auto mechanics, blue-collar supervisors, and carpenters.

Therefore, while we need large percentage increases in scientists and engineers, we have an equally pressing need to increase total numbers of workers in occupations that are in the province of vocational education.

It is essential, therefore, that we strengthen our vocational education systems. We recognize that this is chiefly a State and local responsibility and State and local governments have been meeting their obligations to the fullest extents possible. Indeed, they provide approximately 90 percent of the funds spent on vocational education.

In light of the large national stake and benefits derived from this system, however, we do not think it unreasonable to suggest that the Federal Government increase its share of the spending burden to 20 percent. We consider that a fair division of responsibility—80 percent State and local, 20 percent Federal.

We particularly urge this in light of the new responsibilities which we believe the vocational education system will have to bear. We have in mind, for example, the need to expand the Vocational Education Act to include displaced workers as specific beneficiaries. Second, the need to create stronger links between vocational education and employers, including the military, the largest single employer of American youth and defense industries.

Third, the need to retrain vocational education teachers for the newest technologies as well as to attract more quality teachers in the basic academic subjects in which vocational education students must be skilled.

If we add these national responsibilities to the act, we urge that it be done without complex, costly and restrictive Federal dictates. We especially urge flexibility in the area of State efforts to meet the needs of special populations.

At present, the uniform set aside percentages in the funding mechanism do not reflect special population counts or special needs in each State. They assume that the percentage for each population is the same everywhere. We recommend therefore, that a portion of Federal funds be targeted at special populations, but that each State be given flexibility to allocate those funds among eligible groups according to the needs within each State.

The act, at present, requires that each State designate a single board or agency responsible for vocational education programs.

This permits each state the flexibility to determine which form of governance best meets it circumstances and needs. These decisions must remain with the States. The Federal Government cannot impose governance structures that intrude upon State constitutions and statutes.

In addition, the current law stipulates that participating States must establish a State advisory council and a State planning committee. We believe this is duplicative and therefore not cost effective. We therefore recommend that the two groups be consolidated into a single advisory committee. This would permit the same functions to be accomplished with less staff and with less expense.

I wish to thank you again, Mr. Chairman, for this opportunity to present the views of State boards of education. We know that the work you do as we develop this bill will have a profound effect on

how we all do in the future. We do have a longer statement to present for the record.

Thank you so much.

Chairman PERKINS. Thank you, Ms. Goldsmith. Without objection, your statement will be made a part of the record.

[Prepared statement of Joanne Goldsmith follows:]

PREPARED STATEMENT OF JOANNE GOLDSMITH, PRESIDENT, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

MY NAME IS JOANNE GOLDSMITH. I AM PRESIDENT OF THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, WHICH REPRESENTS EDUCATION POLICYMAKING BODIES IN NEARLY ALL STATES, THE DISTRICT OF COLUMBIA, AND U.S. TRUST TERRITORIES. IN MOST STATES, OUR MEMBER BOARDS ARE ALSO RESPONSIBLE FOR VOCATIONAL EDUCATION. WE WISH TO THANK YOU, THEREFORE, MR. CHAIRMAN, FOR YOUR IMPORTANT LEADERSHIP IN THIS AREA AND FOR THE OPPORTUNITY TO TESTIFY TODAY ON THE FUTURE OF THE VOCATIONAL EDUCATION ACT.

THERE IS A SENSE ABROAD IN THE NATION OF GREAT CHANGE, OF AN ECONOMY BEING TRANSFORMED. THERE IS ALSO A STRONG CONSENSUS -- RECOGNIZED BY THE PRESIDENT IN HIS STATE OF THE UNION ADDRESS -- THAT OUR FUTURE WILL RELY HEAVILY ON HOW WE EDUCATE, TRAIN, AND RETRAIN OUR WORKERS.

THE LARGE FEDERAL STAKE IN THIS AREA IS CLEAR AND INDISPUTABLE. TRADITIONALLY ABOUT HALF OF THE PRODUCTIVITY OF THIS NATION DEPENDS UPON INCREASES IN OUR CITIZENS; SKILLS AND KNOWLEDGE. OUR MILITARY AND OUR DEFENSE INDUSTRIES DEPEND UPON MORE WELL-TRAINED INDIVIDUALS IN ORDER TO PROVIDE FOR OUR NATIONAL SECURITY. LARGE NUMBERS OF UNEMPLOYED WORKERS DRAIN OUR ECONOMY. ECONOMIC DISLOCATIONS HAVE PRODUCED STRUCTURALLY UNEMPLOYED WORKERS WHO MUST BE PROVIDED WITH RETRAINING OPPORTUNITIES WHEREVER POSSIBLE. AND BOTH OUR QUEST FOR JUSTICE AND OUR ECONOMIC AND SOCIAL SELF-INTEREST DEMAND THAT WE CONTINUE PROVIDING EQUAL TRAINING OPPORTUNITIES TO THE DISADVANTAGED, TO WOMEN, TO THE HANDICAPPED, AND DO TO STUDENTS WHO HAVE LITTLE OR NO COMMAND OF ENGLISH.

VOCATIONAL EDUCATION IS CENTRAL TO THESE INTERDEPENDENT CONCERNS. FURTHER, OUR SUCCESS IN MOVING INTO A HIGH TECHNOLOGY AGE WILL DEPEND UPON TRAINED WORKERS WHO CAN SUPPORT THOSE ON THE FRONT LINE -- SCIENTISTS, ENGINEERS, AND MATHEMATICIANS. TRADITIONAL VOCATIONAL EDUCATION AREAS SUCH AS MACHINE TOOLING -- WHERE WE FACE CRITICAL SHORTAGES OF TRAINED WORKERS TODAY FOR INDUSTRY AND DEFENSE -- ARE INCREASINGLY BEING INFLUENCED BY HIGH-TECHNOLOGY DEVELOPMENTS.

AND, IN FACT, THE BULK OF NEW WORKERS THROUGH THIS DECADE WILL BE NEEDED FOR JOBS OUTSIDE THE HIGH-TECH AND SCIENTIFIC AREAS. ONE NEED ONLY GLANCE AT THE BUREAU OF LABOR STATISTICS' PROJECTIONS WHERE THE NEW JOBS WILL BE THROUGH THE 1980s TO SEE THAT THE LARGEST NUMBER OF NEW WORKERS NEEDED WILL BE SECRETARIES. NEXT COME NURSES' AIDES AND ORDERLIES. IN THE TOP 20 PROJECTED JOB-PRODUCING AREAS, (DEE TABLE A), YOU WILL ALSO FIND AUTO MECHANICS, BLUE-COLLAR SUPERVISORS, AND CARPENTERS.

TABLE A

THE 20 LARGEST JOB PRODUCERS. . .

	1980 EMPLOYMENT	PROJECTED GROWTH 1980-90	PERCENT GROWTH
SECRETARIES	2,469,000	700,000	28.3%
NURSES' AIDES, ORDERLIES	1,175,000	508,000	43.2
JANITORS AND SEXTONS	2,751,000	501,000	18.2
SALES CLERKS	2,880,000	479,000	16.7
CASHIERS	1,597,000	452,000	28.4
PROFESSIONAL NURSES	1,104,000	437,000	39.6
TRUCK DRIVERS	1,696,000	415,000	24.5
FAST-FOOD WORKERS	806,000	400,000	49.6
GENERAL OFFICE CLERKS	2,395,000	377,000	15.8
WAITERS, WAITRESSES	1,711,000	360,000	21.1
ELEMENTARY TEACHERS	1,286,000	251,000	19.5
KITCHEN HELPERS	839,000	231,000	27.6
ACCOUNTANTS, AUDITORS	833,000	221,000	26.5
CONSTRUCTION HELPERS	955,000	212,000	22.2
AUTOMOTIVE MECHANICS	846,000	206,000	24.4
BLUE-COLLAR SUPERVISORS	1,297,000	206,000	15.9
TYPISTS	1,067,000	187,000	17.5
LICENSED PRACTICAL NURSES	522,000	185,000	35.5
CARPENTERS	970,000	173,000	17.9
BOOKKEEPERS, HAND	975,000	167,000	17.2

SOURCE: BUREAU OF LABOR STATISTICS

THEREFORE, WHILE WE NEED LARGE PERCENTAGE INCREASES IN SCIENTISTS AND ENGINEERS, WE HAVE AN EQUALLY PRESSING NEED TO INCREASE TOTAL NUMBERS OF WORKERS IN OCCUPATIONS THAT ARE IN THE PROVINCE OF VOCATIONAL EDUCATION. AND THESE AREAS ARE THEMSELVES CHANGING UNDER THE IMPACT OF NEW TECHNOLOGIES.

IT IS ESSENTIAL, THEREFORE, THAT WE STRENGTHEN OUR VOCATIONAL EDUCATION SYSTEMS. WE RECOGNIZE THAT THIS IS CHIEFLY A STATE AND LOCAL RESPONSIBILITY, AND STATE AND LOCAL GOVERNMENTS HAVE BEEN MEETING THEIR OBLIGATIONS TO THE FULLEST EXTENT POSSIBLE; INDEED, THEY PROVIDE APPROXIMATELY 90 PERCENT OF THE FUNDS SPENT ON VOCATIONAL EDUCATION. IN LIGHT OF THE LARGE NATIONAL STAKE AND THE LARGE NATIONAL BENEFITS DERIVED FROM THIS SYSTEM, HOWEVER, WE DO NOT THINK IT UNREASONABLE TO SUGGEST THAT THE FEDERAL GOVERNMENT INCREASE ITS SHARE OF THE FUNDING BURDEN TO 20 PERCENT. WE CONSIDER THAT A FAIR DIVISION OF FISCAL RESPONSIBILITY: 80 PERCENT STATE AND LOCAL, 20 PERCENT FEDERAL.

WE PARTICULARLY URGE THIS IN LIGHT OF THE NEW RESPONSIBILITIES WHICH WE BELIEVE THE VOCATIONAL EDUCATION SYSTEM WILL HAVE TO BEAR. WE HAVE IN MIND, FOR EXAMPLE:

1. THE NEED TO PROVIDE NEW SKILLS TO WORKERS WHOSE JOBS ARE BEING LOST FOREVER AND WHOSE DREAMS -- AND SOMETIMES WHOSE FAMILIES -- ARE BEING SHATTERED. WE CANNOT TURN OUR BACKS ON THEM. THE VOCATIONAL EDUCATION ACT, WE THINK, SHOULD BE EXPANDED TO INCLUDE DISPLACED WORKERS AS SPECIFIC BENEFICIARIES.

2. THE NEED TO CREATE STRONGER LINKS BETWEEN VOCATIONAL EDUCATION AND EMPLOYERS, INCLUDING THE MILITARY (THE LARGEST SINGLE EMPLOYER OF AMERICAN YOUTH) AND DEFENSE INDUSTRIES. VOCATIONAL EDUCATION, TO THE EXTENT POSSIBLE, SHOULD HELP CLOSE THE WIDENING GAP BETWEEN THOSE SEEKING WORKERS AND THOSE SEEKING WORK. WE ALSO BELIEVE THE ACT SHOULD SEEK TO STRENGTHEN, WHENEVER

POSSIBLE, THE COOPERATION BETWEEN THE VOCATIONAL EDUCATION SYSTEM AND PRIVATE SECTOR EMPLOYERS TO ENCOURAGE THE USE OF EMPLOYER TECHNOLOGY ON THE WORK PREMISES. IN THIS WAY, THE VOCATIONAL EDUCATIONAL SYSTEM CAN PROVIDE TRAINING AND HANDS-ON EXPERIENCE WITH THE LATEST TECHNOLOGY USED IN INDUSTRY, A FEAT NOT POSSIBLE WITHIN THE CONTEXT OF A SCHOOL BUILDING.

3. THE NEED TO RETRAIN VOCATIONAL EDUCATION TEACHERS FOR THE NEWEST TECHNOLOGIES AS WELL AS ATTRACT MORE QUALITY TEACHERS IN THE BASIC ACADEMIC SUBJECTS IN WHICH VOCATIONAL EDUCATIONAL STUDENTS MUST BE SKILLED. STUDENTS TRAINED IN VOCATIONAL EDUCATION SHOULD HAVE EQUIVALENT TRAINING IN BASIC ACADEMIC SKILLS AS THOSE ENROLLED IN AN ACADEMIC PROGRAM. AS THE U.S. CHAMBER OF COMMERCE HAS REMARKED, "THE EMPLOYEE WHO WILL SUCCEED IN TOMORROW'S RAPIDLY CHANGING WORK ENVIRONMENT WILL REQUIRE A STRONG BASIC AND OCCUPATIONAL EDUCATION WHICH WILL ENABLE HIM OR HER TO SPEND A LIFETIME TRAINING, RETRAINING, LEARNING AND RELEARNING." WE MUST HAVE TEACHERS PREPARED TO PROVIDE THAT EDUCATION IN BOTH AREAS.

State Flexibility

IF WE ADD THESE NATIONAL RESPONSIBILITIES TO THE ACT, WE URGE THAT IT BE DONE WITHOUT COMPLEX, COSTLY, AND RESTRICTIVE FEDERAL DICTATES. INDEED, THERE SHOULD BE LESS PAPERWORK, PRESCRIPTIVENESS, AND REGULATION IN ALL ASPECTS OF THE ACT. FEDERAL PURPOSES AND PRIORITIES SHOULD BE CLEARLY STATED, BUT STATES SHOULD HAVE FLEXIBILITY IN ADDRESSING THOSE PRIORITIES AND IN ALLOCATING FUNDS ACCORDING TO THE UNIQUE NEEDS AND CONDITIONS WITHIN EACH STATE.

WE ESPECIALLY URGE FLEXIBILITY IN THE AREA OF STATE EFFORTS TO MEET THE NEEDS OF SPECIAL POPULATIONS. AS STATED EARLIER, WE STRONGLY SUPPORT THIS GOAL. WE URGE YOU TO ADDRESS THIS DESIRED END RATHER THAN THE MEANS.

At present, the uniform set-aside percentages in the funding mechanism do not reflect special-population counts or special needs in each state. They assume that the percentage for each population is the same everywhere. We recommend, instead, that a portion of federal funds be targeted at special populations, but that each state be given flexibility to allocate those funds among eligible groups according to the need within each state. The law should require plans and performance measures which reflect the delivery of services on an equitable basis to national-priority groups. We would also require that satisfactory performance (or corrective action) be a condition of federal funding.

The guiding principle for us in this area, as in others, is to avoid needless complexity, costliness, and delay in meeting the needs of all students.

Sole State Agency

The Act at present requires that each state designate a single board or agency responsible for administration of vocational education programs. This permits each state the flexibility to determine which form of governance best meet its circumstances and needs. In 42 states, state constitutions and/or statutes delegate this function to the State Board of Education. Other states delegate this responsibility to separate Vocational Education Boards. These decisions must rest with the states. The federal government cannot impose governance structures that intrude upon state constitutions and statutes.

The single-agency concept, moreover, promotes coordination and articulation between different levels of vocational education. It is essential that one body have ultimate responsibility for comprehensive planning and

AND EVALUATION OF VOCATIONAL EDUCATION PROGRAMS. IF THE FEDERAL GOVERNMENT WERE TO DEAL DIRECTLY WITH TWO OR MORE SEPARATE BOARDS -- AND IF FUND ALLOCATIONS WERE MADE SEPARATELY FOR SECONDARY AND POST-SECONDARY EDUCATION AT THE FEDERAL LEVEL -- INDIVIDUAL STATES WOULD BE DENIED THE ABILITY TO DISTRIBUTE FUNDS ACCORDING TO THEIR NEEDS.

Advisory Councils

THE CURRENT LAW STIPULATES THAT PARTICIPATING STATES MUST ESTABLISH A STATE ADVISORY COUNCIL AND A STATE PLANNING COMMITTEE. THE ACT, FURTHERMORE, LISTS 20 DIFFERENT CATEGORIES OF REPRESENTATIVES FOR THE STATE ADVISORY COUNCIL AND 10 DIFFERENT CATEGORIES FOR THE STATE PLANNING COMMITTEE. WE STRONGLY SUPPORT THE FUNCTIONS PROVIDED BY THESE GROUPS AND THE NEED FOR DIVERSE REPRESENTATION IN THEIR ADVISORY CAPACITY. BUT, WE ALSO BELIEVE THAT IT IS DIFFICULT TO HAVE MEANINGFUL PARTICIPATION IN THIS ADVISORY PROCESS THROUGH MANY INDIVIDUALS DIVIDED AMONG SEPARATE BOARDS. THIS ALSO IS DUPLICATIVE AND, THEREFORE, NOT COST EFFECTIVE. WE, THEREFORE, RECOMMEND THAT THE TWO GROUPS BE CONSOLIDATED INTO A SINGLE ADVISORY COMMITTEE, WITH PERHAPS 15 CATEGORIES OF REPRESENTATION. THIS WOULD PERMIT THE SAME FUNCTIONS TO BE ACCOMPLISHED WITH LESS STAFF AND LESS EXPENSE.

I WISH TO THANK YOU AGAIN, MR. CHAIRMAN, FOR THIS OPPORTUNITY TO PRESENT THE VIEWS OF STATE BOARDS OF EDUCATION. THE WORK YOU DO TODAY WILL HAVE A PROFOUND EFFECT ON HOW WELL WE ALL DO IN THE FUTURE.

Chairman PERKINS. Go ahead, Dr. Holmes.

STATEMENT OF DR. MARION HOLMES, DIRECTOR OF VOCATIONAL EDUCATION, PHILADELPHIA PUBLIC SCHOOLS, REPRESENTING COUNCIL OF GREAT CITY SCHOOLS, NATIONAL ASSOCIATION OF LARGE CITY DIRECTORS OF VOCATIONAL EDUCATION

Dr. HOLMES. Thank you, Mr. Perkins.

Mr. Chairman and Members of the committee, I am Marion B. W. Holmes, director of vocational education for the school district of Philadelphia, and president of the National Association of Large City Directors of Vocational Education.

First, on behalf of the Council of the Great City Schools, whom I represent today, I wish to thank you for giving us this opportunity to testify on the reauthorization of the vocational education legislation.

The council, currently in its 27th year, is an organization of 30 of the Nation's largest urban school systems. On its board sit the superintendent and one board of education member from each district, making the council the only national organization so constituted and the only education coalition whose membership is solely urban.

The council's membership serves over 4 million youngsters or 11 percent of the Nation's public school enrollment. Approximately 32 percent of the Nation's black children, 26 percent of the Latin children, and 21 percent of the Asian children are being educated in our schools

Almost one-third of our enrollment are of children who reside in families receiving public assistance and over 70 percent of the average enrollment is minority.

Mr. Chairman, the council would like to focus its testimony on the issue of governance in vocational education. As a backdrop to the discussion, however, we would like to highlight a number of demographic that bear on that topic and that relate to one of vocational education's most persistent problems—equity.

A great deal of testimony has been heard by the subcommittee on the need of vocational education to assist in revitalizing our economy and assuring our country's defense through training in emerging industries. According to the monthly labor review, the fastest growing occupations between now and 1990 will be in the high-technology area. The largest number of new jobs, however, will be created in that highly technical or nontechnical lower paying service occupations in the following industries: hospitality, recreation and health, office and clerical, executive housekeeping, and food service.

The National Center for Education Statistics estimates that between 1980 and 1990 the overall minority youth population will increase 4.9 percent while the white population will decline 9.0 percent. The share of youth and young adults, ages 14 to 24 that live in urban areas increased between 1950 and 1970 from 62.1 percent to 75.2 percent. Minority youth populations then are becoming more densely concentrated in urban areas and urban areas are becoming predominantly minority in makeup.

In addition to this trend, the female share of the labor force is expected to grow from about 40 percent in 1977 to 45 percent in 1995, according to the Institute for the Future.

The unemployment for adult black males is near 20 percent at present and is over 50 percent for black youths. In addition, of all families with female heads residing in the central city, 40 percent are below the poverty line. The disparity between low-income minority and female urban residents and the balance of the Nation is at a scandalous proportion and made worse by many of the administration's current policies.

The Congress has an unusual opportunity at present with programs like the Vocational Education Act and the Job Training Partnership Act to close the gap between the haves and the have-nots in our society.

The final NIE vocational education study concurs with the views of many advocates, that the Vocational Education Act is very close to being a block grant now and does not work well to assure equal access for women, minorities, the disadvantaged or the handicapped.

Consequently, the cities have not shared in vocational education's benefits as might be expected. While 22.8 percent of the population and 29 percent of the youth population, ages 16 to 24, live in inner cities, only 13.3 percent of the vocational training stations and 8.1 percent of all secondary and postsecondary institutions are there.

Data collected by the council indicate that the cities' share of Federal vocational education appropriations stayed at about 8 percent from the mid-1960's to the mid-1970's, rose to around 12 percent immediately following the 1976 amendment and has leveled off at around 10 percent since 1980.

Because urban areas have the highest concentration of minorities, the disproportionate underfunding of vocational education in the cities has the effect of limited access of minority students to the kinds of vocational programs that can lead to skills and well-paid employment.

From our perspective, the program's goals are so diffused and the funding so diluted that there is almost no chance that it can make a substantial impact on economic development.

Federal vocation moneys should now be targeted in those locales and those populations most in need of help. It is our belief that Federal funds should be used for a new, clearly stated national purpose to enable States and local education agencies to modernize programs, equipment, and facilities, and to experiment with innovative programs as well as to stimulate efforts to increase employment access for the socially, economically, and politically disadvantaged in our society.

It is against this backdrop, ladies and gentlemen, that the issues of governance are considered by the city schools. The current block nature and the proposed block grant structure for vocational education holds no promise that the cities will benefit from vocational programs the present law is so ambiguous in how States are to distribute the Vocational Education Act funds.

It is clear, from our perspective that this ambiguity in the law encourages States to attempt too much with too little and puts

those in greatest need, the urban and poor rural areas, at odds with decisionmakers at the State level.

If there is indeed a national goal to be met through vocational education, that goal is to increase access for females and minorities. In light of these concerns, we would recommend to the subcommittee the following items, most of which will be submitted in written testimony, but I would like to stress one or two:

That the proposed block grant for vocational and adult education be rejected in favor of a strict categorical program of funding.

Chairman PERKINS. Thank you, Dr. Holmes. Your entire written testimony will be made a part of the record, without objection.

[Prepared statement of Dr. Marion Holmes follows:]

PREPARED STATEMENT OF MARION HOLMES, DIRECTOR OF VOCATION EDUCATION, PHILADELPHIA PUBLIC SCHOOLS, ON BEHALF OF THE COUNCIL OF THE GREAT CITY SCHOOLS AND THE NATIONAL ASSOCIATION OF LARGE CITY DIRECTORS OF VOCATIONAL EDUCATION

Testimony on the Reauthorization of Vocational Education

Mr. Chairman, and members of the Subcommittee on Elementary, Secondary and Vocational Education, I am Marion B. W. Holmes, Director of Vocational Education for the school district of Philadelphia, and President of The National Association of Large City Directors of Vocational Education. On behalf of the Council of the Great City Schools, I wish to thank you for giving us this opportunity to testify on the reauthorization of the Vocational Education Act.

Currently in its 27th year, the Council is an organization of 32 of the nation's largest urban school systems. On its Board sit the Superintendent and one Board of Education member from each district, making the Council the only national organization so constituted and the only education coalition whose membership is solely urban.

The Council's membership serves over 4 million youngsters, or 11% of the nation's public school enrollment. Approximately 32% of the nation's Black children, 26% of the Latino children, and 21% of the Asian children are being educated in our schools. Almost one-third of our enrollments are of children who reside in families receiving public assistance, and over 70% of the average enrollment is minority.

Mr. Chairman, the Council would like to focus its testimony on the issue of governance in vocational education. As backdrop to the discussion, however, we would like to highlight a number of demographic issues that bear on that topic and that relate to one of vocational education's most persistent problems -- equity.

A great deal of testimony has been heard by the Subcommittee on the need of vocational education to assist in revitalizing our economy through training in

emerging industries. The Monthly Labor Review has compiled data to show that the fastest growing occupations between now and 1990 will be in the "high technology" area; including computer analysts, operators, programmers, engineers, and office machine repair people. The largest number of new jobs, however, will be created in less technical service occupations in the following industries: hospitality, recreation, health, office and clerical, executive housekeeping, and food services. A survey by Serrin in 1980 predicted that cashiers, custodians, cooks, security personnel and others will show unusually large job openings through the mid 1990s. In general, white collar occupations having higher educational requirements will show the fastest growth while nonprofessional service occupations will provide the greatest number of jobs.

During this growth, a change of a different kind will also be occuring. The National Center for Education Statistics estimates that between 1980 and 1990 the overall minority youth population will increase 4.9% while the White population will decline 9.0%. By 1990 the national youth cohort will be 30% minority, and as high as 45% in states like California and Texas. The Institute for the Future has done work similar to NCES on the demographics of youth population by race and has arrived at similar conclusions.

In addition to this change in the composition of the youth cohort, the distribution of these youth is also changing. The share of youth and young adults ages 14-24 that live in urban areas increased between 1950 and 1970 from 62.1% to 75.2%. During this same period the proportion of youth in the urban population who were minorities increased from 7% to 11%. Data collected by Levy (1979) have shown that while 28% of all male teenagers live in central cities, the proportion am[illegible] White teenagers is 23 percent, compared to 58% of Black male teenagers.

Minority youth populations, then, are becoming more densely concentrated in urban areas, and urban areas are becoming predominantly "minority" in makeup.

In addition to this trend, women will comprise an increasing share of the nation's workforce in the future. The female share of the labor force is expected to grow from about 40% in 1977 to 45% in 1995 according to the Institute for the Future. At present, however, women continue to earn only about two-thirds of the wages earned by males, and continue to hold a disproportionate number of jobs at the low end of the economic scale.

These two trends for both women and minorities have substantial implications for the cities. The employment rates and the wage earning capacity of both groups is far below the balance of society. The unemployment rate for adult Black males is near 20% at present, and is over 50% for Black youth. In addition, of all families with female heads residing in the central cities, 40% are below the poverty line. Evidence on unemployment, income distribution, and occupational status show a continuing disparity between the relative status of low-income urban workers (especially minorities) and others in the American labor force. The residential segregation of minorities in economically troubled inner-cities has a particularly close relationship to the high rates of unemployment and underemployment among minorities overall.

The disparity between low-income minority and female urban residents and the balance of the nation is at scandalous proportions, and made worse by many of the Administration's current policies. What is becoming increasingly clear is that this gap will continue to grow without federal intervention. Unless further policy changes are enacted, it is evident that the increasing numbers of women and minorities in the labor force in the future will fill the large number

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of nonprofessional service jobs that are expected to open up. Conversely, it is also likely that those in better circumstance will fill the positions of higher paid technicians in disproportionate numbers if the present course is followed. Without important changes in our national training and employment practices we are on the verge of fullfilling the portents of the Kerner Commission which warned of a permenently unequal society.

The Congress has an unusual opportunity at present with programs like the Vocational Education Act and the Job Training Partnership Act to close the gap between the "haves" and "have-nots" in our society. The benefit of this is not only to improve the quality of life in the cities but to enhance the general productivity of the nation. It will be extremely difficult for the economy in general to prosper in the future without added training attention to groups that have been ignored and that are growing in size. It is in this sense that the goals of equity and national productivity for vocational education blend.

Unfortunately, the vocational education program as currently structured at the federal level is incapable of meeting this important challenge. It would be even less capable as a "block grant". The final NIE Vocational Education Study concurs with the views of many advocates that the Vocational Education Act is very close to being a block grant now, and does not work well to assure equal access for women, minorities, the disadvantaged, or the handicapped. According to the NIE Study:

> "The States have used the discretion they enjoy to spend almost 91% of their basic grants for either the general support of vocational programs or for State and local administration. Uses authorized primarily to induce change, such assex equity activities, energy programs, and placement services together accounted for only 1.3% of all expenditures of federal funds. However, national figures mask an important fact; namely, that only a few States are responsible for most such expenditures... This pattern does not mean that States are not complying with the legal requirements. They are spending the required amounts on the mandated uses, and they exercise the legally granted discretion they have to use

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> federal funds for program and administrative purposes... It is not surprising that under permissive legislation States do not automatically use federal funds to realize federal objectives which they may not share."

The result of this discretion has been that the cities have not shared in vocational education's benefits as might be expected. While 22.8% of the population and 29% of the youth population ages 16-24 live in inner-cities, only 13.3% of the vocational training stations and 8.1% of all secondary and post-secondary institutions are there. In addition, the construction of these new facilities in the cities continues to lag behind those in other areas. Not only are there fewer vocational education facilities in urban areas, but those which exist tend to have more outdated equipment than the surrounding suburbs. Data collected by the Council indicate that the city share of federal vocational education appropriations stayed at about 8% from the mid-1960s to the mid-1970s, rose to around 12% immediately following the 1976 Amendments, and has leveled off at around 10% since 1980. Because urban areas have the highest concentrations of minorities, the disproportionate underfunding of vocational education in the cities has the effect of limiting access of minority students to the kinds of vocational programs that can lead to skilled and well-paid employment.

We would underscore here some of the findings of the NIE Vocational Education Study on the distribution of funds to high need areas and services to high need children:

1.) VEA funds are distributed to States and territories with little regard to differences among them in fiscal capacity and no regard to the relative costs of education.

2.) Aspects of the intrastate distribution procedures are ambiguous, lack clarity, and are faulty.

3.) The intrastate distribution procedures permit States to allocate federal funds in line with goals and priorities which may or may not be congruent with those of federal policy.

4.) The many factors driving the intrastate distribution of federal funds are not always mutually reinforcing.

5.) Federal grants, the instrument for assisting States, have been too limited in scale to help the States with the task of realizing all the objectives of federal policy.

6.) The successive amendments to VEA in combination with civil rights laws and other legislation, have stimulated states to make a greater effort to serve students with special needs but federal objectives with respect to these students are imperfectly advanced under the current law.

From our perspective, the program's goals are so diffuse and the funding so diluted that there is almost no chance that it can make a substantial impact on economic development. At present the program is oriented strongly toward program maintenance at the State and local levels. The State's 10-1 match of State and local with federal funds provides clear evidence that local schools can and will provide for vocational education, and that the Vocational Education Act has achieved its intended purpose in stimulating job training in the public school sector. Having achieved this, however, federal vocational money should now be targeted in those locales and those populations most in need of help.

It is our belief that federal funds should be used for a new clearly stated national purpose: to enable state and local education agencies to modernize programs, equipment, and facilities and to experiment with innovative programming; and to stimulate efforts to increase employment access for the socially, economically, and politically disadvantaged in our society.

It is against this backdrop that the issues of governance is considered by the city schools. The current block grant nature and the proposed block grant structure for vocational education hold no promise that the cities will benefit from vocational programs. The present law is so ambiguous in how states are to distribute the VEA funds that it has lost much of its potential in urban areas. It is clear

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from our perspective that this ambiguity in the law encourages states to attempt too much with too little, and puts those in greatest need (urban and poor rural areas) at odds with decision makers at the state level. The problem is exacerbated when the local school authorities must deal with multiple vocational entities at the state level.

If there is indeed a national goal to be met through vocational education and that goal is to increase access for females and minorities, then the present governance structure of state control of funding must be altered. As currently devised, the state distribution of funds and state control over that distribution has not resulted in better programming for hard-pressed urban areas.

In light of these concerns we would recommend to this Subcommittee the following:

1.) That the Vocational Education Act be reauthorized as soon as is feasible.

2.) That the proposed block grant for vocational and adult education be rejected in favor of a strict categorical program.

3.) That funding under the legislation be targeted within state on the basis of need (akin to Chapter 1 of ECIA). The Council would recommend a nationally-targeted within-state formula based on such factors as poverty or unemployment, with special provisions for intermediate districts or schools. A second option might be to use the service delivery mechanism under the Job Training Partnership Act for targeting purposes, leaving non-SDAs for balance-of-state programs.

4.) That the focus of the new legislation be on emerging technologies, innovation and experimentation, updating of facilities and equipment, and access for minorities and women.

5.) That incentives be included in the law for cooperative training programs with local private industry, perhaps in the form of a private-public matching provision.

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6.) That the new legislation be closely tied to the Job Training Partnership Act and any new Math/Science legislation and Emergency School Aid legislation that is passed.

7.) That the new legislation allow support for prevocational and exploratory vocation education classes.

8.) That the new legislation allow additional in-services training mechanisms for teachers and staff.

9.) That the new legislation provice assistance in the form of subsidies and/or low-interest, deferred payment loans to qualified youth to purchase tools and other equipment for cooperative education jobs.

10.) That the authorized funding limit for the program be placed at $1.5b.

Mr. Chairman, we thank you very much for this opportunity to testify before this very important Subcommittee. If we can provide you or your staff with more detailed programming needs of the cities, please do not hesitate to call on the Council of the Great City Schools and/or the National Association of Large City Directors of Vocational Education.

Chairman PERKINS. Go ahead, Mr. Martin.

STATEMENT OF DR. JOHN MARTIN, DIRECTOR OF FEDERAL-STATE RELATIONS, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Dr. MARTIN. Mr. Chairman and members of the committee, I am John Martin, director of Federal-State relations for the Council of Chief State School Officers, which I am representing today. For the record, I should note that the council believes that vocational education works. As part of the overall educational effort in this country, vocational education is an effective way to help young people and adults become trained and retrained for a changing job market.

The purpose of my appearance today is to summarize the council's views regarding the reauthorization of the Vocational Education Act. Copies of my statement are accompanied by copies of the council's detailed position statement titled, "The Reauthorization of the Vocational Education Act," and I would appreciate it if both could be entered in the record.

Chairman PERKINS. Without objection.

[Prepared statement of Dr. John Martin follows:]

PREPARED STATEMENT OF JOHN F. MARTIN, DIRECTOR OF FEDERAL/STATE RELATIONS, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

I. INTRODUCTION

Mr. Chairman, I am John F. Martin, Director of Federal-State Relations for the Council of Chief State School Officers, which I am representing today. The Council is an independent organization of the state superintendents and commissioners of education in the fifty states, six extra-territorial jurisdictions, and the District of Columbia. Members of the Council are the principal public officials responsible for the administration of elementary and secondary education systems in the states, and for the administration of vocational education in most states, as well. For the record, I should note that we believe that vocational education works. As part of the overall educational effort in this country, vocational education is an effective way to help young people and adults become trained and retrained for a changing job market.

The purpose of my appearance today, Mr. Chairman, is to summarize the Council's views about a number of issues surrounding the reauthorization of the Vocational Education Act. Let me note at the outset that my comments are made independent of any particular draft bill or legislative vehicle; rather, the Council's view on the reauthorization have been worked out over the last

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two years through a detailed examination of the issues. Copies of this statement are accompanied by copies of the Council's position statement, "The Reauthorization of the Vocational Education Act," which goes into more detail regarding our views. I would appreciate it if both this statement and our position statement could be entered in the record of this hearing.

The Council is among those organizations which feel that the time has come to remodel the federal act, and that in doing so the Congress must pay particular attention to defining the federal purposes in support of vocational education. Once the purposes are defined, we suggest that the Act may reasonably include specific objectives for which federal dollars should be spent. At the same time, we suggest that it is no longer appropriate for various provisions of the federal act to mandate the direction of state and local vocational education programs which are not themselves part of the federal effort.

Historical review of federal vocational education policy in the United States indicates the significant influence of the federal government. The Smith-Hughes Act of 1917 provided a perpetual grant to the states to promote agriculture, trade, industrial and home economics education. During the next forty years, appropriations increased, but policy did not change significantly. The Vocational Education Act of 1963 differed dramatically from previous legislation in that the emphasis shifted toward meeting the needs of people. The 1968 amendments to the Act required that special attention and priority be assigned to special categories of people--the disadvantaged and the handicapped. Federal concern over groups with unmet needs was further emphasized in the 1976 amendments to the Act. Individuals with limited English proficiency were included as part of the disadvantaged

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population, and special attention was paid to the need for increased sex equity, as well. Indeed, in order to focus the attention of vocational educators on this issue, the statement of purpose in the law was amended to read: "...to reduce sex bias and sex-role stereotyping in vocational programs, and thereby furnish equal educational opportunities in vocational education to persons of both sexes."

II. THE FEDERAL ROLE IN VOCATIONAL EDUCATION SHOULD BE DEFINED MORE PRECISELY

The long history of federal support for vocational education, combined with changing concerns about the federal purpose in vocational education, has led to the development of a wide variety of "federal purposes" for vocational education, at least as defined in terms of allowable activities. The current Vocational Education Act provides state and local education agencies some opportunity to initiate and expand educational programs and services to meet new and emerging labor market needs, to meet student employability skill needs, and to serve the needs of a more diverse student population. Attempts have also been made through this legislation to ensure services to increasing numbers of male and female students in nontraditional occupations, those who are academically and educationally disadvantaged, and those who are handicapped. In addition, funds appropriated under the Act support services based on all of the purposes built into the law since 1917.

The Council believes that an appropriate federal role in vocational education should be based on the clear identification and articulation of national concerns or specific national goals. Federal goals for vocational education should be those which transcend the immediate concerns of states and localities. Examples of national goals include the need to prepare our

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workforce for a changing economy, the need to reduce youth unemployment, and the nation's commitment to increasing services to historically underserved populations. While Congress must ultimately decide specific national goals for the program, the Council suggests at least two broad priority concerns at the federal level which lead to a federal role in vocational education:

1) the need to expand and improve services and activities aimed at historically underserved populations: the economically and educationally disadvantaged, the handicapped, those whose primary language is not English, adults who need retraining, women seeking careers, and those individuals--both male and female--who wish to enter occupations which are nontraditional for their sex;

2) the need to achieve, as a nation, a trained and productive workforce, representative of the make-up of the whole population; such a need specifically includes both the groups mentioned above and those who are beyond normal school-leaving age and who require a postsecondary educational setting.

The essential structure of the Vocational Education Act as envisioned by the Council is one which would provide incentives to encourage states and localities to help achieve these national goals in a manner that is consistent with the overall structure of each state's efforts in vocational education.

III. COUNCIL CONCERNS AND RECOMMENDATIONS

A. State and Local Flexibility and the Federal Purposes

In order to help state and local educational agencies meet the federal goals specified in the Act, the Council believes that a reauthorized Act should provide maximum flexibility to state and local agencies. Funds provided under the Act should enable states and localities to address the national goals. Such a structure could be developed in a manner which would vastly reduce regulatory requirements. Federal support would be focused on five core types of activities:

1. access - programs and activities which expand services to historically underserved populations;
2. availability - activities which expand the institutional or geographic availability of vocational education;
3. diversity - activities which expand the range of programs available to individuals in a state or local area;
4. quality - activities designed to improve the quality of instruction;
5. linkage - activities which increase linkages with other vocational training programs, including JTPA, and which encourage alliance with business and industry.

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In order to maximize state flexibility while assuring that federal purposes are met with federal funds, the Council makes the following recommendations:

1. Federal goals should be achieved in each state through an open planning process based on the genuine needs of the state, rather than on the need to comply with detailed program regulations. States should be required to demonstrate which federal purposes they are attempting to meet, and to provide evidence of their progress over time.

2. Federal funding should be focused on federal purposes, and should not seek to force states and localities to spend state and local vocational education funds according to the dictates of federal policies.

3. The federal government should seek to coordinate all federal legislation and regulations which have an impact on the states' programs of vocational education. Federal legislation which deals with civil rights, special education, compensatory programs, bilingual education, vocational rehabilitation, and youth employment should be part of this formalized effort.

4. The Council supports the notion of providing, as part of the federal support for vocational education, assistance to states and school systems for enhanced linkages with business and industry.

5. The Council believes that the federal Act should continue to support state and local actions aimed at the elimination of discrimination and sex stereotyping, with appropriate modifications to preclude duplication of effort with ongoing state and local activities.

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6. The reauthorization should encourage actions by state and local education agencies aimed at effective planning and coordination of programs with programs funded under other federal laws, such as the Job Training Partnership Act.

7. The Council believes that one way to encourage flexibility in planning and funds use is to encourage the development, for disadvantaged students from high-risk populations, of individual Employability Development Plans. Since plans developed under this program and other state and federal programs can be similar in purpose and approach, coordinating the preparation and execution of individual plans should serve to coordinate the delivery of employability and job-specific skill training to special needs students.

B. The Governance of Vocational Education

The Council shares with many others the belief that the governance of education is a state and local issue, and should not be dictated by the federal government through any law or policy. At the same time, we believe that in order to have an effective and efficient federal program in support of vocational education, the federal government must deal principally with one agency in each state. In order to effect the separation of federal purposes from state and local policies, and in order to keep the system reasonable, the Council makes these recommendations:

1. The sole state agency designated by each state to administer vocational education should continue to be responsible for planning, developing policy, and disbursing federal funds to local education agencies and other

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eligible recipients, and evaluating outcomes in terms of the federal goals addressed within each state.

2. To make planning, management, and evaluation of federal programs more effective at the state and local levels, funds should continue to be appropriated one year in advance. State plans should be developed for a period of three years, and should be updated annually with the results of the previous year's activities.

3. The current Act mandates a formal evaluation of the effectiveness of all programs or projects supported by "federal, state and local funds." Accountability is an assumed role at each level of educational governance and, therefore, federal law should not dictate how evaluations are to be carried out, but should require simply that states demonstrate how they are making progress in using federal funds to achieve federal goals. This recommendation addresses the Council's belief that the role of the federal government is to set or identify goals, but it is clearly the state's role to determine the means to accomplish the goals.

4. The complex data reporting system (Vocational Education Data System--VEDS) mandated and implemented under the current Act should be refined and simplified. The system is both time consuming and costly for state and local education agencies, and does not yield information of a value comparable to its cost of operation. In any event, any federal data collection system should be limited only to those programs receiving federal support.

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C. Funding Mechanisms to Support the Federal Role in Vocational Education

Corresponding to the multiplicity of federal purposes for vocational education which have developed over the years, there are at present a number of specific setasides and mandated funding requirements within the Act. Our recommendations regarding funding are limited to the basic state grant, which we believe should be retained as an integral part of the program. We know that proposals may be forthcoming for additional titles within the Act, and we believe that these proposals should be carefully examined in relation to the total national need in vocational education. If we are going to have any hope of focusing federal funds on federal goals in a way that will help achieve those goals, the Council believes that we must reform the manner in which vocational education funds are distributed within states. The Council believes that the intrastate distribution of basic grant federal vocational education funds should be tied closely to the relative needs within that state identified through the comprehensive public planning process described above. We also feel that such a process of identifying needs is the best way to ensure that federal funds will be targeted on areas which are most in need, such as center cities and rural communities, neither of which are now especially well served by federally funded programs in many states. In order to focus the distribution of federal funds on need, while streamlining the process, the Council makes the following recommendations, based on the structure of national goals and the need for incentives discussed above:

1. The federal authorization should identify only the total proportion of federal funds received by a state to be reserved for underserved populations. The procedure to allocate basic grant funds, including those directed to services for historically underserved populations, should be

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determined at the state level through a State Plan, as previously discussed.

2. The total proportion of federal funds used to served special populations should gradually reach 60 percent of the federal appropriation; this total exceeds the sum of the existing special population setasides. In the event the 60 percent setaside prohibits a state from effectively integrating federal, state, and local funds, the Secretary of Education should be granted authority to issue a waiver to revise the percentage for a particular state. The remaining federal funds should be available to address any identified national goals which are consistent with the specific needs of each state.

3. The reauthorized Act should, accordingly, consolidate the separate categories of programs in the current Act; for example, special programs for the disadvantaged and the consumer and homemaking program should be consolidated into the basic grant section. States would then determine the most appropriate mix of expenditures.

4. The requirement in the current regulations relating to matching "excess costs" with state and local funds should be deleted. The term "excess" does not appear in the current law and should not be included in future legislation.

5. Given the high rate at which states overmatch federal funds, and given the Council's belief that federal policies should be separated from state and local programs, the Council recommends that the maintenance of effort provisions in the current Act should be removed. We believe that

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prohibitions of supplanting with federal funds are an appropriate way to insure that the substitution of federal funds for state and local funds does not take place.

6. The current act mandates extensive planning, evaluation, and reporting functions by the sole state agency; yet, minimum federal funding has been provided for these activities. The cost of these functions should be fully funded in the reauthorized Act, and states not required to carry out activities in the absence of funds.

7. Special attention should be given to the demographic changes now taking place in the country; states should have the flexibility to direct funds to the needs of adults in postsecondary vocational programs.

IV. CONCLUSION

Mr. Chairman, I believe that you can see from our statement that the Council is interested in shaping the federal role in vocational education to be both more carefully targeted on national goals, and complementary to state and local efforts. We believe that there are specific legitimate purposes for a federal presence in vocational education, and that those purposes should be adequately funded and integrated with the specific needs of states and localities.

We would be pleased, and are completely ready, to work with you and your staff in the difficult process of developing a reauthorization vehicle which expresses federal purposes but avoids the problems created by the current Act. We look forward to working with you. Thank you.

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Policy Statement of Council of Chief State School Officers

INTRODUCTION

The Council of Chief State School Officers, an organization comprised of the principal state official responsible for education in each state, has developed a position paper to identify the issues it perceives to be critical in the reauthorization of the federal Vocational Education Act. State education officials believe vocational education is an integral part of the public education system of all states, and they have been leaders in the effort to improve educational outcomes by relating teaching and learning activities to the development of employability and job-specific skills.

A historical review of federal policy in regard to vocational education in the United States indicates the significant influence of the federal government. Although the Constitution of the United States makes no provision for federal support or control of education, Congress has historically considered it in the national interest to provide financial assistance to vocational education. The Smith-Hughes Act of 1917 provided a perpetual grant to the states to promote agriculture, trade, industrial and home economics education. Legislation enacted in the four decades which followed led to increased appropriations and added the occupational area of distributive education. The Vocational Education Act of 1963 differed dramatically from previous legislation in that the emphasis shifted from occupational and manpower needs to addressing the needs of people. The 1968 Amendments to the Vocational Education Act required that special attention and priority be assigned to special catagories of people — the disadvantaged and the handicapped. It also contained provisions which assured postsecondary institutions a role in the vocational preparation of persons who had completed or left high school. The priority interests in groups with unmet needs was further reflected in the 1976 amendments to the Act. Individuals with limited English proficiency were included as a part of the disadvantaged population, and special attention was paid to the need for increased equity. Indeed, in order to focus the attention of vocational educators on this issue, the statement of purpose in the law was amended to read: "...to reduce sex bias and sex-role stereotyping in vocational programs, and thereby furnish equal educational opportunities in vocational education to persons of both sexes." The 1976 Amendments broadened the responsibilities of state and local educational agencies in three areas: 1) prescribing distribution procedures to target Federal funds more effectively to recipients with the highest needs, 2) strengthening and prescribing state and local requirements for planning and program improvement, and 3) strengthening the role of state and local agencies in evaluation and accountability.

Federal Role in Vocational Education

The current federal Vocational Education Act provides state and local education agencies some opportunity to initiate and expand educational programs and services to meet new and emerging labor market needs, to meet student employability skill needs and to serve the needs of a more diverse student population. Attempts have also been made through this legislation to serve increasing numbers of male and female students in nontraditional occupations, those who are academically and economically disadvantaged, and those who are handicapped. At the same time, however, funds appropriated under the current Act support services based on all of the purposes built into the law since 1917. Hence, there has developed a variety of "federal purposes" for vocational education, defined in terms of allowable activities.

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The Council believes that an appropriate federal role in vocational education should be based on the clear identification and articulation of national concerns or specific national imperatives. The Council suggests at least two priority concerns at the federal level which lead to a federal role in vocational education:

1) the need to expand and improve services and activities aimed at historically underserved populations: the economically and educationally disadvantaged, the handicapped, those whose primary language is not English, adults who need retraining, women seeking careers and those individuals--both male and female--who wish to enter occupations which are nontraditional for their sex.
2) the need to achieve, as a nation, a trained and productive workforce, representative of the make-up of the whole population; such a need specifically includes both the groups mentioned above and those who are beyond normal school-leaving age and who require a postsecondary educational setting.

The essential structure of the Vocational Education Act envisioned by the Council is one which serves as an incentive to allow and encourage states and localities to serve these national imperatives. National imperatives are universal needs which transcend the immediate concerns of states and localities. Examples of national imperatives are the emerging recognition of the educational aspects of the need to "reindustrialize" the United States, the need to reduce youth unemployment and the need to serve historically underserved populations. To allow states maximum flexibility, the Council proposes that states must be authorized to allocate federal funds to innovative new program services and activities which address identified national imperatives and/or to maintain ongoing programs.

The Council believes incentives should be incorporated in the Act which will encourage states and localities to serve identified national imperatives. The incentive structure should focus federal support on five types of programs which help meet national imperatives:

1. access - programs and activities which expand services to historically underserved populations, such as special recruitment and counseling activities designed to increase participation of minority youth;
2. availability - programs which expand the geographic or institutional availability of vocational education, such as area centers or extended day schedules which extend services to adults;
3. diversity - activities which expand the range of programs available to individuals in a state or local area, such as the addition of programs which prepare students for new and emerging occupations;
4. quality - activities which are designed to improve the quality of instruction, such as replacement or upgrading of equipment and technological update of instructors;
5. linkage - activities which increase linkages with other vocational training programs, including CETA and youth employment programs, and which encourage alliance with business and industry, such as formal interagency agreements to maximize human and financial resources and opportunities for educational institutions to receive donations of first quality technologically current equipment from industry through new legislation allowing tax credits for donations.

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State and local resources have historically overmatched federal resources in supporting the vocational education programs in each state. Yet, in many instances, the federal regulations and requirements singularly govern the state and local vocational education programs. Federal requirements should properly be limited to programs and activities for which significant federal support is provided, and federal incentive support in the form of decreased regulation and increased funding should be provided for programs which serve national imperatives.

The Council does not envision a federal law which requires every state to initiate programs in each of the five categories listed above for each national imperative. Rather, the structure of national imperatives and program types will provide a kind of test of whether an activity meets the purpose of the federal law. If a program or activity falls into any one of the five types listed above, and is designed to serve one of a small number of national imperatives identified in the Act, the activity would be eligible for significant federal support. Such activities, moreover, would not require a great deal of federal regulation, because they would, by definition, be in accord with federal purposes. A state would thus be free to construct a pattern of programs and activities which would meet the particular needs of that state and its local areas.

This position statement addresses issues related to the purposes, administration and implementation of federal vocational education legislation for consideration by various public officials, educators and citizens. It identifies principles held by state educational officials, relates these to specific issues in the federal Vocational Education Act as amended, provides an analysis of the issues, and includes recommendations for legislative change. The recommendations proposed in this paper address six critical principles affecting the federal, state and local implementation of a reauthorized Act. These principles are the purpose of vocational education, the federal role in vocational education, the governance of vocational education, citizen involvement in planning for vocational education, funding mechanisms to enhance the effectiveness of vocational education and the relationship of other federal employment and training laws to vocational education.

I. Principle: Purposes of Vocational Education

"The Council believes comprehensive instruction programs in vocational education are needed..."* Vocational education is an integral part of the nation's secondary and postsecondary educational system designed to benefit both individuals and society. Its main purposes are to provide individuals with the learning experiences they need to attain employability and job specific skills and to enhance the productivity of local, state and national economies. Educational opportunities should be provided on an equitable basis for all persons seeking access to vocational education. These broad purposes apply to both federal support for vocational education, and state and local efforts.

Analysis

Serving a diverse student population in a variety of settings, vocational education should seek to achieve, at a minimum, the following primary purposes:

*Council of Chief State School Officers, 1980 Policy Statements, Page 15.

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- Support and strengthen the relationship of education to work.
- Equip individuals with marketable skills.
- Equip individuals with employability skills.
- Foster full employment by providing a trained work force to meet current and future labor market needs.
- Supply a trained work force which will attract and promote economic and industrial development.
- Furnish individuals with information about the nature of work and work opportunities today and in the future.
- Provide equitable opportunities for all persons to succeed in programs of education of work.

Secondary purposes to be achieved are:

- Help develop and apply decision-making skills, particularly regarding work and careers.
- Assist in mastering the basic literacy skills required to meet job specifications.
- Develop organizational leadership skills.
- Promote and support the values of free enterprise in democratic society.
- Serve as a resource for training a work force in national emergencies.*

The definition of vocational education in the current federal Vocational Education Act speaks mainly to the job-specific skills aspect of preparation for employment ("instruction related to the occupation or occupations") and does not give specific recognition to the need for employability skills, or to the ways in which linkages with other parts of the public school program can help people develop necessary literacy skills.

Recommendations

Given the broad purposes of vocational education outlined above, the Council recommends that the statement of purposes and other parts of a reauthorized Vocational Education Act include at least these three points:

1. The statement of purpose in the reauthorized Act should address the developmental needs of students, including career/vocational awareness and exploration, as well as preparation for employment, specifically identifying both employability skills (i.e., securing employment, work attitudes and habits, knowledge of career opportunities and working conditions) and job-specific skills. Incentives for remediation in basic skills areas should be provided for academically disadvantaged students.

2. The provision of the current Act which mandates state and local actions for the elimination of discrimination and sex stereotyping in recruitment and instruction by state and local education agencies should be retained, but should be modified to preclude duplication of effort. Sex equity issues should be given priority for use of funds for program improvement activities such as professional staff development and curriculum development with language added which encourages coordination of these actions with ongoing state and local civil rights compliance activities. Funding priorities should be given to activities related to the recruitment, retention, guidance and counseling, and placement of both male and female students in occupational programs which are nontraditional for their sex.

3. The statement of purpose in the reauthorized Act should include the concept of providing assistance to individuals and business/industry to improve the productivity of

*Position Statements of National Association of State Directors of Vocational Education, May 1, 1980.

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business and industry in the U.S. Additional concepts and the authorization of funds to support linkages with business and industry should be included in the appropriate sections of the law.

II. Principle: The Federal Role in Vocational Education

"Each level of government has appropriate roles and responsibilities which are complementary to one another. Thus, each level of government must provide strong leadership in its education efforts. While states and communities pay the major costs of education, the federal government should provide a proportional share of education's financial support."* Specifically, a significant federal investment should be made in vocational education programs addressing national imperatives. Incentives to states should be provided for programs and activities which serve national imperatives by improving access, availability, diversity, or quality in vocational education programs, or which help link vocational education, through the schools, with other employment and training programs.

Analysis

The role of the federal government in vocational education was initially fairly general in nature. In the last few years, new roles have been added, specifically aimed at directing more funds toward programs ensuring access for women, minorities, the handicapped and the disadvantaged. The Council feels it is now time for the federal role to be focused on specific national imperatives identified by the Congress. The federal law should focus on goals and outcomes; the means by which goals are achieved should be left to the states and localities. The federal and state governments share leadership responsibility to ensure that equality of vocational education opportunity exists among the states, and that opportunities within the states are in compliance with the provisions of federal civil rights laws. The federal government has a financial responsibility to assist states in meeting new and emerging labor market needs, in meeting the increasing demand for vocational programs, equal access and availability of opportunities and to support quality in vocational education programs through investment in research and development activities. Federal support and incentives have and should continue to help us meet the special needs of the disadvantaged, the handicapped, unemployed and underemployed adults, and other historically underserved populations, as well as ensuring training for males and females in occupations which are nontraditional for their sex.

Recommendations

1. Federal financing of vocational education programs designed to meet the national imperatives specified in the Act should serve to initiate or expand programs and facilities through an incentive mechanism. Incentives may include both financial provisions and deregulation.

2. In addition, the federal government should assume the primary responsibility for financing and should coordinate the planning for research and development in vocational education to improve instruction, program administration, planning and evaluation. Major emphasis in the implementation of research and development should be at the State and local level.

3. The federal government should also coordinate all federal legislation which has an impact on the states' programs of vocational education. Federal legislation which deals with civil rights, special education, compensatory programs, bilingual education,

*Council of Chief State School Officers, 1980 Policy Statements, Page iv.

vocational rehabilitation, youth employment programs under comprehensive employment and training legislation and other employment and training programs, should all be part of this formalized effort.

4. Provisions for program improvement activities specified in the reauthorized Act should give greater consideration to recruiting, preparing and retaining competent vocational education teachers, administrator and support personnel. In addition, federally funded preservice and inservice activities for these staff members should be designed to help meet the national imperatives identified in the Act.

III. Principle: The Governance of Vocational Education

"The governance of education is a state responsibility."* Article X of the Bill of Rights states: "The powers not delegated to the United States by the Constitution nor prohibited by it to the states, are reserved to the states respectively, or to the people." The U.S. Constitution makes no provision for federal control of education. Therefore, education has been recognized as a state responsibility, with most state constitutions charging the state legislature with the responsibility for establishing and maintaining a system of free public education.

Analysis

Vocational education is a concern of all levels of government. Although its delivery is essentially a state and local responsibility, and should remain so, the historical development of vocational education throughout the nation reflects a close relationship among local education agencies, local business, industry, and labor groups, each state's vocational education agency and the federal government. This relationship has contributed to the growth of vocational education in every state and must continue to be encouraged. However, federal vocational education policy enacted by Congress must be designed not to conflict with the diverse efforts made by states. Excessive regulation can be avoided, and new initiatives and experimentation can be encouraged by providing federal support in the form of incentives allowing states to serve national imperatives, and by allowing states the flexibility to integrate federal purposes with state goals.

Recommendations

1. The sole state agency designated by each state to administer vocational education should continue to be responsible for planning, developing policy, and disbursing federal funds to local education agencies or other eligible recipients and evaluating outcomes in accordance with the provisions of the federal Act.

2. To make planning, management and evaluation of federal programs more effective at the state and local level, funds should continue to be appropriated one year in advance, with permissive provisions for the carryover of funds. State plans should be developed for a period of three years with annual supplements to reflect revisions in fiscal allocations.

3. The current Act mandates a formal evaluation of the effectiveness of all programs or projects supported by "federal, state and local funds." Accountability is an assumed role at each level of educational governance and, therefore, federal law should not prescribe an evaluation model or system beyond the programs which receive full federal support. All other vocational programs supported partially with federal funds or totally with state and local funds should be evaluated through a model or system designed to

*Council of Chief State School Officers, 1980 Policy Statements, Page 8.

meet the state education agency standards for accountability in each respective state. This recommendation addresses the Council's philosophy that the role of the federal government is to set or identify goals, but it is clearly the state's role to determine and decide the means to accomplish the goals.

4. The complex data reporting system (Vocational Education Data System) mandated and implemented under the current Act should be refined and simplified. The system is both time consuming and costly for state and local education agencies, and does not yield information of a value comparable to the system's cost of operation. In any event, any federal data collection system should be limited only to those programs receiving federal support.

5. Funds authorized for program improvement activities, such as research and curriculum development, should be disbursed through a means that allows administrative flexibility. The current Act requires a contract procedure with extensive, time-consuming requirements related to activities such as bidding. Grant funding provisions would permit more administrative flexibility and therefore allow greater numbers of local education agencies to participate in the federal funding. The choice of a contract, grant or cooperative agreement procedure for fund disbursement should be allowed in the reauthorized Act.

IV. Principle: Citizen Involvement in Planning for Vocational Education

"Decisions on education at the local, state and national level should provide for the widest possible citizen involvement."* "Many lay and professional persons and groups are involved in the education of children, youth, and adults. Therefore, communication and cooperation with these groups are vital in the development of high quality education."**

Analysis

The Council historically has advocated broadly based citizen participation in state and local planning and evaluation of education. The states have responded to the creation of two major citizen advisory groups specified in P.L. 94-482. These two groups are the state vocational advisory council and the annual plan and accountability report committee. Department of Labor legislation specifies a third major planning group for related employment training programs--state employment and training councils under CETA.

With three major state committees advising the executive branch of state government about employment and training programs, there is obviously potential for the duplication of effort.

Recommendations

1. The Council believes there should be consolidation and coordination of state level advisory committees and councils which have as their major objective planning employment and training programs. The consolidation of committees would assure more attention to linkages, avoid duplication in programming, and improve targeting of federal funds to priority needs. One means the Council feels would diminish duplication of state level advisory committees is to allow states to select an existing council or committee and expand its functions. If necessary, the membership of such a committee would be

*Council of Chief State School Officers, 1980 Policy Statements, Page iv.
**Council of Chief State School Officers, 1980 Policy Statements, Page 23.

enlarged to permit broad-based involvement of citizens, especially business, industry, and labor representatives.

2. If the current provisions of the Act addressing national, state and local advisory councils are carried forward to the reauthorized Act, the Council recommends conducting a federally funded study to assess the effectiveness of national, state, and local advisory councils in meeting the purposes specified in the current provisions of the Act.

V. Principle: Funding Mechanisms to Enhance the Effectiveness of Vocational Education

"The distribution of federal education funds can help equalize opportunity among school districts within a state by allowing federal, state and local resources to be combined. Federal education funds for each state should be received and distributed by the state education agency. The Council believes that added costs to state and local systems, as a result of federal mandates, should be borne by the federal government."*

Analysis

The current Vocational Education Act contains numerous mandates for activities to be conducted by the state education agency, as well as restrictive mandates regarding the allocation of funds among populations to be served. For example, uniform setaside percentages for various groups are required from all states. The percentage setaside procedure assumes uniform population characteristics for all states, and does not recognize that local communities within different states have different needs.

The provisions of the current Act require that the allocation and distribution of federal funds be made through a formula procedure which includes criteria related to the school districts' "relative ability to pay" and the "relative number or concentration of low income individuals and families." The criteria should address the trend most states have followed in equalizing the financial ability of local education agencies to provide educational programs through state foundation or general aid. The current formula results in the allocation of such a small amount of federal funds to some school districts in relation to their total budgets that the net impact is insignificant, or in a larger amount of funds going to other school districts; such funds are still inadequate to achieve program goals.

Maintenance of local and state fiscal effort is a provision of the current Act which has caused an excessive burden of accounting and record keeping for the apparent value received by either the federal or state government. Both local and state agencies are required to establish a 95 percent maintenance of effort level on a per student or aggregate basis in the second preceding fiscal year as compared to the past fiscal year in order to be eligible to receive an allocation of federal funds. Most states have been able to meet the state maintenance of effort provisions on either basis when student enrollments and inflationary costs were the norm. However, declining enrollments, legislatively imposed taxation limitations and other unusual circumstances not currently recognized in the Act will cause states and local districts concern as they attempt to match previous years' expenditures for vocational education.

Congressional reports from both the House and Senate have documented the dissatisfaction Congress felt with the efforts of the states under the 1963

*Council of Chief State School Officers, 1980 Policy Statements, Page 9.

Act and the 1968 Amendments in providing vocational education opportunities for disadvantaged and handicapped students. To remedy this concern, Congressional action mandated fiscal setasides in the 1976 amendments: 10 percent of a state's allotment under Section 102(a) to pay 50 percent of the cost of vocational education for handicapped students and at least 20 percent of the Section 102(a) allotment to pay 50 percent of the cost of vocational education for disadvantaged students, including limited English speaking persons. The uniform setaside requirement gives no recognition to the unique needs of states and/or their previous accomplishments. States which had implemented extensive programs to serve the handicapped through investments of other sources of federal, state and local funds were required to meet the same setaside requirement as those states with less comprehensive programs. The net result of a setaside procedure is to cause expenditure of federal funds for programs which may have adequate funds from state and local resources.

In addition to the setaside mandate for special populations, the current Act and regulations include the directive to states to utilize federal funds to pay the excess costs of mainstreaming disadvantaged and handicapped students into the regular vocational education program or to pay the excess costs incurred in placing special needs students in separate programs. The administrative procedures required to determine and calculate the precise costs attributable to the special needs students mainstreamed in the regular vocational education program are so burdensome that they contribute to the segregation of special needs students at a time when educators are attempting to increase the opportunities to integrate special needs students into all of the schools' programs. Policy interpretations of the 1976 Amendments regarding the setaside requirement have been evolving over a period of three or four years from the Department of Education. Inconsistent interpretations and the change of policy which have occured from one fiscal year to the next have created administrative confusion at the state and local level and, even more importantly, may have deprived disadvantaged and handicapped students of the opportunity to participate in vocational education programs.

The current Act mandates activities such as the requirement to employ state level administrative personnel to carry out sex equity activities as their sole responsibility, and the requirement to implement extensive planning and evaluation activities from the state level. Further, the monitoring responsibility for Office of Civil Rights guidelines has become a mandatory requirement for state education agencies. No new source of federal funds has been made available to the states to carry out these mandates or requirements. States have been forced to reallocate program funds to accomplish these functions.

The Council's recommendations for federal funding practices in vocational education are based on the structure of national imperatives and incentives described in the introduction to this paper.

Recommendations

1. The federal authorization should identify only the proportion of total federal funds received by a state to be reserved for underserved populations. Funding incentives should be directed to provide services rather than to drive state funds through matching requirements. The procedure to allocate federal funds reserved for specific historically underserved populations should be determined at the state level through a State Plan, utilizing state developed criteria, formulas, or funding mechanisms which may take as one criterion the incidence of the underserved population in the state as a percentage of the total population.

2. The total proportion of federal funds used to serve special populations should gradually reach 60 percent of the federal appropriation; this total exceeds the sum of existing special population setaside. In the event the 60% setaside prohibits a state from effectively integrating federal, state and local funds, the Secretary of Education should be granted authority to issue a waiver to revise the percentage setaside. The remaining federal funds should not be allocated by Congress as specific setasides dedicated to specific national imperatives, but should be available to address any national imperative or imperatives which are consistent with the specific needs of each state.

3. The reauthorized Act should accordingly consolidate the separate categories of programs in the current Act; for example, the special programs for the disadvantaged and the consumer and homemaking program should be consolidated into the basic grant section. States would then determine the most appropriate mix of expenditures.

4. If the current funding process is carried forward in the reauthorized Act, each state should be allowed the opportunity to determine whether it will utilize a one- or two-step process (prioritization and distribution) for allocating federal funds.

5. The requirement in the current regulations relating to matching "excess costs" with state and local funds should be deleted. The term "excess" does not appear in the current law and should not be included in future legislation.

6. The maintenance-of-effort provision for local education agencies in the reauthorized Act should be removed. Substitution of state and/or local funds is prohibited through the EDGAR regulation which prohibits supplanting of state and/or local funds with federal funds.

7. The current Act mandates extensive planning, evaluation, and reporting functions by the state education agency; yet, minimum funding has been provided through federal funds for these activities. The added cost of these functions should be fully funded in the reauthorized Act and the states not required to carry out activities in the absence of funds.

8. Special attention should be given to the demographic changes now taking place in the country; states should have the flexibility to direct funds to the needs of adults in postsecondary vocational programs. Indeed, the incentive advocated by the Council can encourage states to direct funds to meet changing population needs.

VI. Principle: Relationship Of Other Federal Employment and Training Laws to Vocational Education

"Public education's traditional role in preparing people for work must be extended. Preparing a person for employment involves a sequence of activities by many individuals and agencies over a period of time. Thus, coordination and cooperation among education, labor, government and community agencies are essential."*

Analysis

Vocational education shares roles such as job placement, economic development, productivity, efficiency and individual assessment with other state and community agencies authorized to prepare persons for employment through other federal legislative initiatives. However, public education must continue to exert primary leadership in preparing students with employability and job specific skills and providing a smooth transition from school experience to work experience.

*Council of Chief State School Officers, 1980 Policy Statements, Page 26.

Recommendations

1. Incentives for cooperation and linkages between CETA and vocational education at the state and local levels should be incorporated in the Act. Common definitions, planning cycles, reporting and accountability requirements would also improve cooperative efforts and strengthen linkages. Vocational education programs which address national imperatives and are designed to serve disadvantaged students of high risk populations should develop an individualized instructional method using Employability Development Plans (EDP) for students. This planning procedure would be consistent with the intent of other federal education, employment and training legislation, including youth employment legislation, the Education for all Handicapped Children Act (P.L. 94-142) and vocational rehabilitation. Since all "plans" could be similar in purpose and approach, coordinating the preparation and execution of individual plans should serve to coordinate the delivery of employment and job specific skill programs and services to special needs students. Use of such plans is also a convenient way to bring several funding sources to bear on one individual.

2. Federal incentives or rewards should be provided to state and local education agencies which effectively plan to coordinate and evaluate vocational education programs with these federal resources and other federally funded programs in individual communities for special needs populations.

3. The Council supports federal education legislation with standard definitions for specific population groups, i.e. disadvantaged and handicapped. This will facilitate linkages of federal sources of funds.

SUMMARY

The Council of Chief State School Officers is eager to work cooperatively with other agencies, organizations and the Department of Education in developing solutions to the issues and needs indentified in this position paper. The ultimate goal of a highly skilled and productive national workforce which is representative of the whole population can be realized through the cooperation of education, business/industry, employment services and community groups. Success will be realized if there is a clear delineation of the roles and functions of the various levels of governmental involvement in the administration of vocational education.

Dr. MARTIN. The council is among those organizations which feel that the time has come to remodel the Federal act and that, in doing so, the Congress has an opportunity to pay particular attention to defining more precisely the Federal purposes in support of vocational education.

I would like to focus my comments this morning on three of the many areas in which the council has developed recommendations. First, the Federal role itself in vocational education, second, the question of the governance of vocational education, and third, the distribution of Federal funds.

First, with respect to Federal purposes. The long history of Federal support for vocational education combined with changing concerns about the nature of that support has led to the development of a wide variety of Federal purposes. The Federal Government, in the council's view, attempts to do too many different things with too few dollars.

In order to address this problem, the council believes that an appropriate Federal role in vocational education would be based on the clear identification and articulation of national concerns and specific national goals, including, for example, the need to prepare our work force for a changing economy, the need to reduce youth unemployment and the Nation's commitment to increasing services to historically underserved populations.

To that end, in order to achieve that goal and still maximize State and local flexibility, the council recommends first that Feder-

al goals should be achieved in each State through an open planning process based on the genuine needs for vocational education within the State and that Federal funds should be clearly spent and designated for Federal purposes.

Further, the council believes that the Federal Vocational Education Act should enhance linkages with business and industry as well as with other programs, including the Job Training Partnership Act.

Also in this area of the Federal role, the council believes that the Federal act should continue to support State and local actions aimed at the elimination of sex discrimination and sex stereotyping.

With respect to the question of governance, the council believes that in order to have an effective and efficient Federal program in support of vocational education, the Federal Government must deal principally with one agency in each State. In order to effect the separation of Federal purposes through State and local policies, and yet, keep the system reasonable, the council recommends that the sole State agency or State board designated by each State to administer vocational education should continue to be responsible for planning, developing policy, and disbursing Federal funds to eligible recipients and evaluating outcomes in terms of the Federal goals addressed within each State.

Finally, with respect to questions of how funds are distributed, I would like to point out that our recommendations are limited to the basic State grants which we believe should be retained as an integral part of the program.

We know that proposals may be forthcoming for additional sections within the act and we believe that these proposals should be carefully examined in relation to the total needs of vocational education

With respect to the basic grant program, however, in order to focus the distribution of Federal funds on need, while streamlining the process, the council recommends that the federal authorization should identify only the total proportion of Federal funds received by a State within its basic grant to be reserved for underserved populations and that this proportion should, over time, reach 60 percent of the Federal appropriations. This total exceeds the sum of the existing special population set-asides.

The remaining funds should be available to address any identified national goals which are consistent with the specific needs of each State, especially program improvement goals.

Mr. Chairman, I believe that you can see from our statement that the council is interested in assisting in the shaping of a Federal role in vocational education which is both more carefully targeted on national goals and complementary to State and local efforts.

We would be pleased and are completely ready to work with you and your staff in the difficult process of developing a reauthorization vehicle which clearly expresses Federal purpose.

Thank you.

Chairman PERKINS. Thank you, Dr. Martin.

Go ahead, Dr. Rowlett, and identify yourself.

STATEMENT OF DR. JOHN ROWLETT, VICE PRESIDENT FOR ACADEMIC AFFAIRS AND RESEARCH, EASTERN KENTUCKY UNIVERSITY

Dr. ROWLETT. Mr. Chairman and members of the subcommittee, my name is John Rowlett and I am vice president for academic affairs and research at Eastern Kentucky University, an institution where I have worked for 32 years.

I am pleased to have the opportunity to meet with the subcommittee concerning the reauthorization of the vocational education legislation and I am testifying on behalf of the American Association of State Colleges and Universities, the American Council on Education, the National Association of Independent Colleges and Universities, and the National Association of State Universities and Land Grant Colleges.

Mr. Chairman, as I have said to you before, vocational education, whatever else it may be is concerned with preparing people for gainful employment—young people, middle-aged people, older people. Vocational education is typically school based. It's in comprehensive high schools, it's in vocational schools, in postsecondary technical institutes, and community colleges and, to the surprise of a great many people, vocational education does, in fact, exist in 4-year colleges and universities.

Vocational education programs are supposed to mirror existing and emerging opportunities for gainful employment and occupations requiring less than a baccalaureate-level degree.

Beginning in 1917, the Congress has repeatedly stated through legislation that it's in the national interest that we have a strong system of vocational education to prepare people for gainful employment.

The Congress provided from the onset for a partnership between the Federal Government and the States in financing these programs. And then in 1963, the Congress, through your leadership, Mr. Chairman, approved a substantially revised Vocational Education Act, one much more closely in tune with the realities with the last half of this century.

For the very first time, associate degree programs offered at community colleges and at senior colleges and universities would be eligible for receiving vocational education money. Now this was 20 years ago. Mr. Chairman, the message didn't get through.

This change in language has had little practical consequence in funding the eligible programs at 4-year colleges and universities. Now the institution where I work offers a full range of baccalaureate degree programs that one would expect to find in a comprehensive university. We offer a limited range of graduate programs. We offer specialized programs in allied health and nursing and industrial technology. But in addition to these, we offer 39 associate degree programs and this is in keeping with the statutory mission of our institution.

These are not paper programs. Annually, we graduate between 350 and 400 students from these associate degree programs. These graduates find jobs. They find good jobs. Even in hard times they find good jobs because they have a knowledge base and a skills base that's current and they have learned these in a university set-

ting and they move out and they go to work not only in Kentucky but all across this great Nation of ours.

Now, over the years, Eastern Kentucky University has conducted a series of studies in cooperation with the Land Grant College group and American Association of State Colleges and Universities and we have attempted to identify the extent to which 4-year colleges and universities are, in fact, involved in vocational education.

Now, if we look at the money that goes to these institutions, we would say practically none are involved. But when we ask the questions about the programs, we find that in 1981 there were 120,000 students, enrolled in some 2,000 less than baccalaureate level programs at 185 senior colleges and universities. These are not private schools. We have not polled the private sector. These are State colleges and universities. This is double the number, not only in terms of numbers of programs, but numbers of enrollments when compared with our earlier study 10 years ago.

But for all practical purposes, Mr. Chairman, these might just as well be liberal arts, they might as well be baccalaureate degrees in art and French and German as far as attracting the Federal dollars for support that is provided for in the 1963 act.

We have had only token allocations and in most instances none at all. Now, I thought it had always been a general principle of Federal legislation that the dollars ought to follow the programs and there are many of us that don't think that this has happened. One of the problems, I submit to you, is the concept of a sole State agency.

Now when we go back to the Smith-Hughes Act with the partnership that was established with very limited number of dollars and a very limited scope of programs I think that the sole State agency made a great deal of sense.

I really don't think it makes any sense anymore when, in most of our States, we have one or more boards that are concerned with coordinating or directing postsecondary education programs. Now it just makes all kinds of sense that the Federal dollars that relate to postsecondary education ought to be coordinated by such boards if they are in place or, at least, Mr, Chairman, the Governor and the legislature and others in the States ought to have the opportunity to do it.

Now if they want to do it, they can't, because of the sole State agency principle. Now in our 1981 study we asked some other questions about our 4-year colleges and universities and how they were preparing under the Vocational Education Act, and as I have implied, almost all said they didn't get any money at all, even though they had eligible programs. A very small number indicated they got some money for the preparation of secondary teachers and a considerable smaller number indicated they got some funds for curriculum development.

So, we would urge that Congress amend or eliminate the sole State agency clause, and give each State the discretion to administer postsecondary funds as it wishes, at least give them the chance.

Another issue of concern before your colleges and universities and this is dealt with in some detail in the testimony is the 15 percent set-aside and the adequacy of it. There is simply not enough dollars to go around to support the worthy programs that are al-

ready in operation and to develop the new programs that we ought to be considering and we would urge that the Congress consider raising the set-aside to 30 percent, and even to 40 percent, if this could be worked out.

The third issue of interest to the 4-year colleges and universities and the State planning process—the testimony deals with this in some detail—the studies that we have done suggest, on the part of many 4-year college and university spokesmen, that they don't feel it works very well as far as they are concerned. They really don't feel like they are represented. There may be someone from an agency who is there with a higher education panel but they really don't feel generally that they have had representation and they think this ought to be changed.

Finally, Mr. Chairman, we believe it is really time to reconsider the definition of vocational education and to remove the artificial administrative barrier that prevents the funding of baccalaureate level vocational and technical programs that we need now and I am confident we are going to need in the future.

I think this is an artificial barrier. It seems to me that the overriding purpose of the Vocational Education Act is to assist in supporting programs to prepare people for work and the focus should be on preparing people in high quality programs for gainful employment, not whether it takes 1, 2, 3, or 4 years. Let's look at the program and what it requires,

I hope that this definition can be examined. I think it is worthy of debate.

Mr. Chairman, I want to personally thank you for the quality of your leadership and your support of education at all levels and for your commitment for seeing to it that vocational education remains strong.

We have attempted to address some issues that are of importance to 4-year colleges and universities and we appreciate sharing these views with you and I will happy to respond to questions, if you have them.

Thank you.

Chairman PERKINS. Thank you, Dr. Rowlett and your entire statement will be entered into the record without objection.

[Prepared statement of Dr. John Rowlett follows:]

Prepared Statement of John D. Rowlett, Vice President for Academic Affairs and Research, and Dean of the Faculties, Eastern Kentucky University, Richmond, Ky.

Mr. Chairman and members of the Subcommittee: My name is John D. Rowlett and I serve as Vice President for Academic Affairs and Research and Dean of the Faculties at Eastern Kentucky University. I am completing my thirty-second year as a member of the faculty at this institution and hold the academic rank of Professor of Industrial Education and Technology. I am pleased to have this opportunity to testify today on the Reauthorization of the Vocational Education Act. I am testifying on behalf of the American Association of State Colleges and Universities, the American Council on Education, the National Association of Independent Colleges and Universities, and the National Association of State Universities and Land Grant Colleges.

Vocational education, whatever else it may be, is concerned with preparing people for gainful employment--for work--young people, middle aged people and older people. Vocational education is typically school based, it is in comprehensive high schools, in vocational schools, in post-secondary technical institutes, in community colleges, and in four year colleges and universities. Vocational education programs are supposed to mirror existing and emerging opportunities for gainful employment in occupations requiring less-than-baccalaureate level preparation.

The Congress, beginning in 1917, has repeatedly stated through legislation that it is in the national interest for this country to have in place a system of vocational education that is designed to prepare people for gainful employment. The Congress provided from the onset for a partnership between the federal government and the states in financing these programs. In 1963, the Congress, through your leadership, Mr. Chairman, approved a substantially revised Vocational Education Act, one more closely attuned to the realities of the second half of this century. The Act provided, for the first time, that associate degree programs in vocational and technical fields offered in community and senior

colleges would be eligible for receiving vocational funding. This was twenty years ago. This change in language has had little practical consequence in the funding of eligible programs at four year colleges and universities.

There are those who may question the involvement of four year colleges and universities in programs that are clearly eligible for vocational funding. Such a position ignores the diversity of higher education as it has developed in this country and the missions assigned to or developed by these institutions.

The institution where I have worked for thirty-two years is a regional state university that enrolled this past fall over 13,000 students in associate, baccalaureate, and graduate programs. There are over 350 institutions in this nation that are similar to Eastern--most are members of the American Association of State Colleges and Universities and most began as normal schools for the preparation of teachers and over the years have evolved into multi-purpose regional state colleges and universities. These institutions are often referred to as "Schools of Opportunity" with many having open-admissions policies and subscribing to the principle of low tuition. I received my undergraduate degree from an institution of this type in Texas following World War II with the assistance of the G.I. Bill that provided me initially with $65 and later $75 per month for living costs. This past fall over 70 percent of the full time undergraduate students at Eastern Kentucky University received some type of financial assistance.

Eastern Kentucky University offers a broad range of baccalaureate and graduate programs in the traditional liberal arts fields, in business, and in teacher education. These are high quality programs that attract many able students to our campus. Moreover, we offer a number of excellent baccalaureate programs, equally attractive to students, in technical fields and in allied health and nursing. In addition to the baccalaureate and graduate programs,

Eastern also offers thirty-nine associate degree programs, each fully eligible for funding under the Vocational Education Act. Annually, we graduate 350-400 students with associate degrees. The graduates of these programs find jobs, and they continue to find jobs today--they have the skills and knowledge, learned in a university setting, that are needed in the labor market.

Mr. Chairman, over the years Eastern Kentucky University, in cooperation with the American Association of State Colleges and the National Association of State Universities and Land Grant Colleges, has conducted a series of studies in an effort to identify the extent of the involvement of four year colleges and universities in the offering of associate degree vocational and technical programs. The findings clearly show that four year colleges and universities make a major but largely unrecognized contribution in providing less-than-baccalaureate level vocational and technical programs. In 1981, over 120,000 students were enrolled in the 2,179 less-than-baccalaureate level vocational and technical programs offered by 185 four year land-grant and AASCU institutions. This is essentially double the number of programs and double the number of students when compared with the findings of a similar study conducted in 1971. The programs included a wide range of occupational, health-related, business-related and other vocational and technical fields. For all practical purposes these programs might as well be liberal arts programs when it comes to the distribution of vocational dollars to share in program costs.

Four-year colleges and universities have received at best only token allocations of vocational education funds and in many cases none at all for the support of associate degree programs. It has always been a general principle that federal support go to whatever institutions offer programs which meet a national purpose--that federal law should not discriminate by designating certain types of institutions. This is true in almost all programs administered under

the Higher Education Act, as well as programs involving funds for research, training, and veterans education.

In the Vocational Education Act, however, Congress has left it to the complete discretion of the "sole state agency" how funds will be allocated. Some states have chosen to give all or most funds for the operation of vocational education programs to postsecondary area schools (sometimes schools created for that purpose) after bypassing community colleges and some four year colleges already offering the same programs. In other states, community colleges have been included, but four year colleges have been excluded in almost every state.

Today, more colleges than ever are developing vocational programs in response to ever changing technology and national needs. Four year colleges and universities like other institutions are aware of the need to revitalize American industry and to train and retrain the skilled people needed for modern industry and our defense needs. But programs are being cut back in many states because of state fiscal problems. At the same time these programs do not receive federal funds for which they legally qualify.

As a part of our 1981 study, we asked a series of questions concerning the extent to which four year colleges and universities received funding through the Vocational Education Act. Here are the results:

--Almost all colleges and universities reported that they received no VEA funds for the operating costs of programs at the less-than-baccalaureate level.

--A small number of colleges received some funds through the state agencies for training secondary-school vocational teachers.

--A considerably small number received funds, often only a few thousand dollars, for such purposes as curriculum development, research, and special projects.

Many of the problems which postsecondary institutions have had with the VEA since the 1963 legislation can be traced in part to the "sole state agency" clause, Sec. 104(a) (1) of the VEA law as amended. Not only must a sole state agency administer the program, but in almost every state this is the agency with primary responsibility for elementary-secondary education. But practically all states now administer or coordinate postsecondary or higher education through a separate board or boards.

For years, both two year and four year college spokesmen have maintained that in many states the elementary-secondary boards or vocational education staffs do not understand the needs and problem of postsecondary education. They see many state agencies as oriented toward the more traditional high school level courses, and unaware of changes in technology and the labor market which require the more innovative approaches and know-how found in postsecondary schools. Some colleges have also objected to what they consider the relatively arbitrary way in which awards may be made by the state agencies.

We believe that most governors, state legislators, and state higher education agencies would welcome the greater flexibility which would come with giving each state the option to administer postsecondary VEA funds through a different board which is representative of all sectors of post-secondary education. Such flexibility is certainly in tune with the moves to decentralize decision-making to the states, which this administration has advocated.

We urge Congress to amend or eliminate the sole state agency clause, and give each state the discretion to administer federal VEA funds as it wishes.

Another issue of concern to four year colleges and universities is the postsecondary set-aside. The present statute requires that fifteen percent of basic grant funds and fifteen percent of program improvement/support services funds be spent by the states for "persons who have completed or left high school

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and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which programs are not designed as baccalaureate or higher-degree programs, and persons who have already entered the labor market, or are unemployed, or who have completed or left high school and who are not disadvantaged or of limited English-speaking ability." Thus, to be counted as postsecondary enrollment for purposes of the set-aside, a person must be enrolled in a course of study which will result in a degree. Such students are estimated to constitute 11.7 percent of vocational education enrollment.

The other eligibles under the set-aside described above are adults, who make up twenty-seven percent of vocational education enrollment. Thus, there are more students enrolled in "adult" vocational education programs than in postsecondary programs, as defined by the legislation.

When the vocational education enrollment is broken down by provider institution, however, thirty-five percent of the national vocational education enrollment (6.8 million students) attend postsecondary institutions (public, independent, and proprietary). Not all these enrollments are in programs administered under the Vocational Education Act. Vocational programs in most privately-controlled institutions are excluded from coverage in the state plans for vocational education, as are many other programs for reasons ranging from lack of state approval to state policy or jurisdictional anomalies. Almost ninety percent of vocational students at two-year institutions are enrolled in VEA-administered programs, while only five percent of enrollments in two year vocational programs at four year institutions are included in state plans, and virtually all private noncollegiate and correspondence school enrollments are excluded.

We urge Congress to increase the postsecondary set-aside to at least 30 percent. Even 40 percent would be more consistent with the new patterns of vocational participation.

A third issue of interest to four year colleges and universities is the state planning process. The present VEA law includes a fairly elaborate series of steps intended to involve postsecondary institutions in state planning related to the use of federal VEA funds. Language in Secs. 105-109 calls for a State Advisory Council representing community colleges and other postsecondary institutions. It calls for annual evaluation reports from each state submitted to the National Advisory Council on Vocational Education. It also calls (Sec. 107) for the involvement of state agencies responsible for community colleges and other higher education institutions, in the development of state plans. It includes appeals procedures, including the possibility of court challenges.

All this language was added to the VEA in order to assure that not only postsecondary education but many other interests--the disadvantaged, the handicapped, bilingual groups, women, as well as labor, industry, and the public--would be involved in the planning process.

Similarly, the National Advisory Council on Vocational Education (Sec. 162) was intended to represent postsecondary education and all others with an interest in these programs.

The studies we have conducted revealed that the planning process is not working very well, if at all, as far as many four year college and university spokesmen are concerned. If there is any "representation", it may be an official from a state postsecondary agency who may have many other priorities. Cases in which a state plan or decisions about the allocation of funds have been challenged appear to be rare. This may reflect simply an awareness that, given a sole state agency, such appeals may fall on deaf ears.

Finally, Mr. Chairman, we believe it is time to reconsider the definition of vocational education. Is it wise to maintain the artificial, administrative barrier to funding baccalaureate level vocational and technical programs by continuing to insist that fundable vocational programs must be of less-than-baccalaureate level? I doubt the wisdom of retaining this barrier. It seems to me if the overriding purpose of the Vocational Education Act is to assist in supporting programs to prepare people for work, then the focus should be on preparing people in high quality programs for gainful employment; not whether it takes one, two or four years to accomplish this end. My suggestion will be met with opposition from a number of quarters and for a variety of reasons. I think the definition ought to be examined and even if it is not changed, we should have a better understanding of why the barrier is to remain in place. It is an issue worthy of debate.

Mr. Chairman, I want to personally thank you for the quality of your leadership and support of education at all levels, and for your commitment to seeing to it that vocational education remains strong. Many of us in higher education have some very serious problems with the mandatory provision of a "Sole State Agency," with the level of the set-aside for post-secondary programs, and with the current state planning process. We have attempted to address these issues in this testimony. I appreciate very much the opportunity provided me today to share these views with you and members of the Subcommittee. I will be happy to respond to any questions which you may have.

Chairman PERKINS. Now let me ask you and the entire panel, do you feel that we should retain all the set-asides that are in the present law and if you do not think so, which ones should be eliminated, and from the testimony it has been suggested that we may need to add more. But we have now set-asides of 20 percent for the disadvantaged, 10 percent for the handicapped and 15 percent for adult and postsecondary.

But many people want to simplify these requirements. What's your notion along this line, Dr. Rowlett, and then I will go across and start with Dr. Martin and let all of you respond.

Dr. ROWLETT. I fully support the notion of specific set-asides, but what these set-asides might be in 1983 might be drastically different in 1990. The set-asides ought to truly reflect the Federal purpose and direction in vocational education.

Now, if we are not going to have a Federal purpose and direction coming from Washington through set-asides, then one wonders about the rationale for funding vocational education. I strongly support the set-asides, but I think these need to be examined with great frequency and need to be changed. Just as we are saying, "Let's move from 15 to 30 to 40, if possible for postsecondary."

Chairman PERKINS. I want to introduce a new member of the committee who was just assigned to the committee last week from the State of Washington, Mr. Chandler.

Dr. MARTIN. Well, as I stated, Mr. Chairman, the Council's view is that the set-asides, and with all respect to Dr. Rowlett and others, are really counterproductive. We would like to see the Federal purposes stated clearly, and included in those purposes would be, of course, services, for example, to women and minorities and other groups that really haven't been reached by vocational education in the past and we would like to see the proportion of the total Federal dollars that are devoted to those various special purposes be specified, but we think the needs are different within each State and that, therefore, the determination of exactly what percentage to spend on which particular set-aside group should be made within each State.

Therefore, the thing to do is to gradually move to a situation of having 60 percent of the funds be appropriated for special populations with the State to determine exactly how to break out which group would be served.

Chairman PERKINS. Ms. Tarr-Whelan.

Ms. TARR-WHELAN. Mr. Chairman, I feel like I am following along in progress because we would like to move that same discussion that has just taken place down to the local level. We do believe that this particular piece of legislation should establish what the in-State formula would be and that that is the way to deal with the whole question of special populations, as opposed to national set-asides.

We think it is critically important that the special populations be served and I think that that is best done by the establishment of clear purposes and then an assurance that local programing will, in fact, address those purposes and there is a formula which takes the funding from the national and State level to the local level.

Thank you.

Chairman PERKINS. Dr. Parent.

Dr. PARENT. Mr. Chairman, we believe that the set-asides have a purpose, but they should be set so that school districts can seek those funds, if needed, whether they need them for bilingual or for handicapped in the local district.

But there should also be a separate part in the bill and Federal funds should be used for innovative programs in the local district in vocational education.

Chairman PERKINS. Go ahead. Pull the microphone over to you.

Mr. GOLDSMITH. The advantage, Mr. Chairman of being about third or fourth in the line is you can say, "We agree." We think that State Boards of Education would agree that set-asides ought to have a total amount stating very clearly what those set-asides should be used for and that the money within the State should be allocated according to need. We simply don't have the same need for handicapped education in vocational education in every school district in all of the States. That's just one small example of why we think that the money ought to be earmarked, but then the total amount to the State which then would be distributed as needed within that State.

Chairman PERKINS. Dr. Holmes.

Dr. HOLMES. Mr. Chairman, I do agree with my predecessor. I do believe that there must be some targeting of the special population for fear that they will be completely omitted if it is not designated. I feel also if there is a formula for the entire State those moneys will be distributed on the basis of need.

I am really saying that there must be some targeting in order to have the access that we spoke about within the testimony for these populations.

However, there must be a formula based on need, which would address the variances within and among the States.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. It seems like most of you talked about sex equity and it was passed down through all of the testimony and I can only look out at the panel out here and think a little bit about sex equity. I noticed the power seems to have shifted in vocational education, according to this panel, to the women.

I wanted to mention to you that the most recent proposal, I believe, that the administration has proposed marriage of adult education with vocational education, which I have not supported, and is looked at much more kindly, I understand, by some in vocational education and adult education than what they previously recommended. The authorization level proposed in the administration's bill is "such sums as may be necessary."

I thought that your testimony in relationship to vocational education and the high tech linkage was a very worthwhile part of this whole reauthorization. I think we should develop that rather extensively as we look at reauthorization.

It's going to be very, very important.

Also, I think, that we have gotten down to—I believe it was the Council of State School Officers—finally talking about the real marriage that has to take place with the private sector. Vocational education, if, in fact, it ever is to succeed will have to be able to

maintain and update equipment. There is no way the public will ever make a go of it alone. That's the real marriage.

In the testimony of the National School Boards Association, it was said first that "the changing needs of the economy require a major restructuring of vocational education, particularly as to what is taught and to whom and it is taught" and I added another line, "by whom" because I have a great fear, as we talk about some of the changes that are taking place that we have to be very sure that that very people who are teaching will have the updated training, experience and so forth to be able to cope with the new era that we are going into.

I noticed that you said "the most efficient mechanism for articulating the Federal role is to establish a Federal formula for local school districts as is done in our most successful educational program today."

I would like to see an expansion on that, too, to go with the rest of your testimony.

Dr. PARENT. Yes, sir, we will have that for you.

Mr. GOODLING. I don't really have too many questions. I have some comments on the testimony.

To get to Dr. Parent's testimony, were you recommending a block grant, "that if we add these national responsibilities to the act, we urge that it be done without complex, costly and restrictive Federal dictates."?

Ms. GOLDSMITH. We are talking about a block grant to the States for vocational education. I think that was addressing the question specifically of whether we wanted a special set-aside with a percentage for the special populations, that the decision should be made within the State.

Mr. GOODLING. And then, Dr. Holmes, you talked about one of the problems that we have been troubled back in my own district along those lines. In your testimony, you say, "As a backdrop to the discussion, however, we would like to note a number of demographic issues that bear on that topic and that relate to one of vocational education's most persistent problems—equity."

We are faced with the problem of setting up a comprehensive vocational education system in a school in York County. It's only 2 miles from the city and the other youngsters travel 5 to 25 miles. We wanted a comprehensive school that would develop a pride in the school and a sense of belonging, but we have not been able to attract city students just 2 miles away.

I think we have done almost everything there is to do under the sun. We got one or two athletes to come out and we thought, "Boy, that will really encourage others to come out." We have very high unemployment in the York area.

I guess what we need are suggestions and ideas detailing what you are talking about here, how we can actually bring this about, because I think over a 12-year period we have just exhausted every avenue possible to attract center city youngsters just 2 miles to that location.

Dr. HOLMES. Mr. Goodling, I would say that if there is a competing opportunity, though less equal in the city, youngsters will remain because of their friends, peers and other reasons. Strange land, though only 2 miles away, for many of the inner-city young-

sters. I feel that if the facilities were made equal both in the city as well as the suburban areas we would have the opportunity to have a two-way movement of students to where there are quality programs. But it is important that the programs be made quality in the city as well.

Mr. GOODLING. Our problem, of course, is duplicating it.

Dr. HOLMES. Exactly.

Mr. GOODLING. "The Council supports the notion of providing, as part of the Federal support for vocational education, assistance to States and school systems for enhanced linkages with business and industry."

I indicated earlier I was glad to see that part in the Chief State School Officers' testimony. I feel very strongly that if we don't find a better way to bring this about we are going to have a very difficult time meeting the new challenges.

We don't handle tax credits, but that's basically one of the ways to bring this about and get the private sector more involved. I think they are becoming more concerned and more involved because they are realizing that they will need people who are well trained and familiar with the emerging technologies.

I always point to Washington, D.C. with pride because of the leadership of their superintendent. It seems to me they are really forging a very close relationship with the private sector and you would think in Washington, D.C. that might not happen. Alot of that has to do with her leadership.

This is very, very important and I was glad to see that as a part of your testimony.

Dr. HOLMES. Mr. Goodling, may I just add one more comment in reference to your concern. I think we are all aware of the desegregation efforts in the St. Louis Public School System. I happen to be fortunate enough to have been appointed by Judge Hungate as a member of the Biracial Monitoring Team. Their system there is not to have duplicate programs at all of their sites, but rather to have the city system and the suburban or the county systems working together, where students are sent where the programs are and I think you have, again, the kind of two-way movement of students that I was talking about and still using your financial resources for equipment and facilities in the best way possible.

Mr. GOODLING. You are doing satellite programs.

Dr. HOLMES. Yes.

Mr. GOODLING. Dr. Rowlett, I would have been disappointed if you hadn't lobbied as strongly as you did for postsecondary. I was just wondering during your testimony—perhaps you don't know off the top of your head—what percentage of postsecondary education vocational education——

Chairman PERKINS. If the gentleman would yield, if we had plenty of funding for the secondary students and the postsecondary, then we would not have any problems. Of course, limitation of funds is our big problem, which we all know.

Dr. ROWLETT. One of the difficulties in answering the question has to do with the definition of vocational education and finding it and ferreting out wherever it is in whatever kind of institution. As I said in my testimony, I think it's a secret to a lot of people that

there are 120,000 students enrolled in vocational programs in 185 publicly-supported colleges and universities.

It's an excellent research question that ought to be answered and there are some people who are trying to come with an answer because I wouldn't be comfortable with it.

The other figures I have given you I have verified myself.

Mr. GOODLING. I have a feeling that the other five members might have a comment.

Dr. MARTIN. The exact percent of vocational education funds that are spent for students who are beyond school-leaving age, whatever that may be, is important. What is less important is what kind of institution it's spent in. All kinds of institutions provide postsecondary vocational services, if you want to define "postsecondary" as being anybody beyond school-leaving age and that includes comprehensive high schools and area vocational schools and other kinds of institutions that are not normally thought of as being "postsecondary", unquote.

I think in the future you are going to see more and more of those institutions just like your area vocational school in your county using more and more of their facilities for a wider and wider variety of students in terms of the age range of the people that they are serving. So I think our concern is to focus on serving the potential students, whatever their age and not on serving particular kinds of institutions.

We have to enable all of the institutions to serve the kind of students that they are able to reach.

Mr. GOODLING. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Gunderson.

I do intend to get onto the issue just being discussed a little bit later, but I want to make a comment first. I think that the most important thing that this committee is going to do during this entire 2-year session of Congress is vocational education. I think there is nothing more exciting and nothing more important facing us in the whole country right now, and we can argue as to why we have the unemployment, why we have the change in technologies in our societies, et cetera, but none of that solves the problem unless we sit down and look at vocational education retraining and I think we all agree on that.

The one concern that I had as I listened to much of your testimony is that it seemed to me you were far more concerned in who controls rather than how we accomplish a solution. That concerns me very much as to whether or not it would be in a postsecondary or it be an elementary-secondary, whether it be under a categorical program or it be under a block grant program, what kind of institution, who has issue of governance, for example.

I think the worst thing we could do in this country right now is tell every State who has a State board of vocational education to dissolve that board. I mean, I think that would be absolutely the wrong signal to send in this day and age across this society.

I understand why some of you for more parochial reasons may have advocated something a little bit different in terms of governance, but I think we really need and I guess I would request of each and every one of you if you would consider supplementing your testimony with comments as to what exactly is the greatest

problem in vocational education and how do we solve that? Not who controls it.

I think we need to look at where do we need to have our focus on vocational training. Ms. Holmes got into that a little bit in her testimony, indicating those particular areas where there is going to be the biggest percentage of increase, those areas where there is going to be the largest number of new jobs.

As I look at what she has quoted, many of the new jobs are, frankly, in areas that I think our vocational schools are meeting today--such areas as hospitality, office and clerical, housekeeping, food services. There are few techical schools in the country that don't meet those.

But earlier she talks about the high tech area and as I talk to my technical schools and my personnel in Wisconsin, they say, "We know it's coming, but we can't deal with it. We don't have the equipment. We don't have the funds to buy the equipment, and until we get that, we simply can't provide the training we know must exist."

I think it would be very helpful to this committee if each and every one of you would take a look at your States, in particular, or generally, talk to people in your profession and find out what they feel are the greatest needs for vocational training in your particular area and then come back to us with suggestions as to how we might get onto that area.

Let's make a transition, if we can, from that to the postsecondary comments made by Congressman Goodling. I happen to agree with those comments that were made that every young person entering the job market today is going to face up to four different careers in their lifetime. I think, whether we like it or not, we have to have postsecondary vocational education.

We have to find a way—and I remember when former Governor Ray of Iowa was chairman of the Education Commission in the States, he said, "The greatest failure of the educational system was that we have not created in our students a desire to continue education." I think we have got not only that lack of a desire, but we have a real problem now. They have got to go back to school or they are not going to be employed.

From that perspective, on the continuing education thing, how would each and every one of you suggest that we meet that particular challenge. I am open to any comment.

Go ahead.

Dr. ROWLETT. This is not necessarily continuing education as defined by one's professional association, whether it's law or medicine or dentistry. At our institution we have a large number of local attorneys who are coming to our institution to start at square one to learn about computers. They need to know about it for a variety of reasons in terms of the materials that come to them and the operations of their office. They come to us and say, "Where do we start?" "Square one." Then they go to square two and square three.

We have seen this over and over and over again. That is meaningful continuing education for these individuals and the others who come.

Mr. GUNDERSON. Any other comments?

Mr. MARTIN. Part of the answer to your question I think lies in enabling, as I mentioned a minute ago, all kinds of institutions that provide vocational services, to provide those to people of all different age ranges, and that, specifically, in our view, includes institutions that are not normally thought of as being quote, "post-secondary, such as high schools, area vocational schools and other facilities that are already available but are not always being necessarily used for the whole population, they may be used for just certain segments of the population.

In addition to that, going back to your earlier question about substantive need, I think these two are tied in together. Our members have been commenting quite clearly recently that the most pressing need that they see in vocational education is for the ability, the financial ability—and they see this coming through the Vocational Education Act—at least in part, to be able to modernize their curriculum, to bring both their teaching staff and their equipment up to date in terms of the occupational fields that are changing quickly so that they will be able to provide the kind of services to both those who are in vocational education programs for the first time before going into an entry level job and those who are trying to change their careers.

Ms. TARR-WHELAN. Mr. Gunderson, in the testimony I referenced shortly the fact that we had recently done a survey of NEA vocational educators in terms of what they saw the needs to be and I will be happy to provide the committee with further details with regard to that.

They identify this whole question of equipment and particularly obsolete equipment as one of those things that was requiring them to turn away students who were, in fact, interested in new careers.

Some of those students who wanted to move into more high tech as opposed to traditional office clerical occupations, for example, couldn't admit all of the students who wanted to come into those programs because of a lack of equipment.

They saw secondarily a need for retraining existing teachers whose occupational area has grown considerably or changed a lot, the example being printing as one of those where vocational schools are still teaching programs while the technology in the employers' work force has changed completely.

The third area that they identified is the whole question of the problem of materials for their classrooms, you referenced curriculum which is, obviously, raised. When they talk about that, they are talking about materials that are occupationally based which deal with the basic skills which the students need for reading and writing and computing, but related to the occupational areas.

So I will be happy to provide some of that information in more detail to the committee. Those findings, I should say, parallel findings which I understand the National Center for Education Statistics have also recently put out and and also the AVA, so that if you are looking from the perspective of vocational educators—and our members are particularly secondary, although we do have some postsecondary individuals—that they are looking those areas as being areas of particular concern to them.

Ms. GOLDSMITH. I don't think that we would disagree with what has been said previously. We would simply add that there are al-

ready multimillion dollars' worth of buildings around this Nation and we have faculty in them. That's the obvious place to cooperate with business and industry to help to upgrade the equipment. That's a real concern.

We don't have enough word processing equipment for young people who want to become office managers and to become secretaries. We cannot teach them. We thought we had really made a giant leap forward when we moved from manual typewriters to electric typewriters and we already find that a youngster who starts in 10th grade, by the time they are a senior the equipment we have available for them is no longer satisfactory. That is really very crucial and that is certainly a key place to join.

We do offer, we think, programs of the type the Chief State School Officers are talking about. The facilities are there and the cooperation is clearly coming. We do have examples around the country that we could provide for you where there is cooperative effort going on between junior colleges, four-year institutions, and high schools. Unfortunately, as is usually the case, we don't hear about those, we keep hearing about where there are cracks in the dikes and where people are throwing up walls.

I know our testimony talked about governance. That's because that's one of the questions we care about, but at the same time we are researching continually the other issues and can certainly address them and we'll be happy to do so.

Dr. HOLMES. Mr. Gunderson, from our perspective in Philadelphia, approximately 25 to 35 percent of our youngsters in vocational education go on to higher education, those who get assistance of one kind or another. In our single purpose schools, like our sole agricultural high school, the youngsters, I would say approximately 80 percent, go on to postsecondary

I think the need is to assist the youngster who wants to pursue this higher education, particularly in areas where we discuss the high rate of poverty. There needs to be a retraining of postsecondary as well as secondary staff. I do not know of any regulations, at least I will speak for my State, that require that postsecondary staff also renew their skills. And if we are talking about articulation and cooperative ventures between the levels of public schools and the higher education JTPA industry, we need to talk about updating and upgrading of all of the skills.

For our postsecondary programs in the public schools we do not have them in the inner city to the extent that you might find them elsewhere for two reasons. One, it is necessary because of the high cost to require tuition and tuition is not forthcoming from people who already have problems of poverty.

Second, in most of your large cities, you have very active unions who have negotiated very high salaries and to pay the staffs and the opening of the schools and all of the indirect costs and so forth, are prohibitive. So we do need a postsecondary—I am not in disagreement with where that postsecondary education can be offered, but it has to be a quality program, not necessarily because it is at a university or a private proprietary school.

Mr. GUNDERSON. Mr. Parent.

Dr. PARENT. Mr. Gunderson, one of the problems that we face when we speak about retraining is that research has shown that

there are many—let's call them "displaced workers" who have a great reluctance to be retrained. They fear it. I think one of the roles of the schools is to educate the children that jobs are not permanent as perhaps they were. When their fathers and grandfathers went to school they could learn a trade and practice it for the rest of their lives. This doesn't happen today. So for this reason, we have to be very careful not to offer vocational education in a very narrow, specific job kind of a solution. It has to be the ability to solve problems. We can't keep up with the equipment. There is no way that the schools could keep up with the modernizing of the equipment. They have to learn the basic principles of what the machines do and learn to be able to apply that knowledge to newer models that come out. There is absolutely no way that any of us could afford it.

Mr. GUNDERSON. One of the questions that we face—as you all know, the present law really says that you cannot use Federal dollars to maintain present programs in vocation education.

I understand that's a real problem, that what they are doing is that we are forcing those local schools to simply change the title of the program so that they can get some Federal dollars to buy the word processor instead of the electric typewriter, et cetera.

In general, do we need to just have to come to have a little bit more confidence and change that whole requirement? Can I have some quick yeses or noes indicating that.

Dr. HOLMES. May I speak to that? I think if the accountability is built into whatever programing, whatever legislation comes out, where people identify what their goals and objectives are, at the local level as well as the State level, and if those moneys then are applied to carry out reaching that goal, it would not matter too much whether it's the maintenance of effort or, in addition to subsidizing it.

That's also in keeping with the funding formula. If you have a program, a plan, a set of goals that you are trying to reach and those moneys are applied accordingly, and accountability is built into the whole plan so that there is an accountability, an accounting of those moneys being used, it would seem to me that they would be able to address where the needs are.

Ms. TARR-WHELAN. I would like to second Dr. Holmes' remarks from the standpoint that maintenance should not be excluded as you look to reauthorizing this piece of legislation and that it is very important to consider the maintenance of good programs as well as the starting or enhancing of new programs.

Dr. MARTIN. I can't resist an opportunity to differ halfway with somebody. Part of the comments, I think, are very well taken. Funds should be available, and when I used the term "enhancement" earlier in my own testimony, I meant exactly that, improving programs that already exist to meet the changing technology and needs of the workplace.

I would also second what Dr. Holmes says about accountability. However, it would be our view that you don't insure accountability by mandating an intrastate distribution formula that delivers funds whether you need them or not and that delivers funds whether you are performing in an accountable fashion or not. I

suppose we could go on and on with that debate for the rest of the morning and into the afternoon, but I will just leave it at that.

Dr. ROWLETT. One comment on the possibility of offering vocational education programs that are too narrow. From the standpoint of postsecondary education, the kinds of students that I looked for coming into my courses when I taught were students who could read, write, compute, think, and had the capacity to continue to learn and if they had some vocational skills developed at the secondary level, fine. If not, I would teach them in my courses.

I hope we never lose sight of the fact that if we are going to do any good at all with young people or middle aged people or older people in vocational programs, they have to be able to read, write, compute, think, and be able to continue to learn. It's that simple. It's not simple to achieve, but the concept is simple.

Mr. GUNDERSON. I am way over time, but I think the Chairman would like to hear an answer for the record to the next question because I would, too.

I have got an educational advisory committee back in my district made up of teachers, superintendents, board members, et cetera. As we looked over the whole vocational thing, we discovered in our congressional district less than half of the elementary, secondary schools used the Federal dollars at all, because they simply found the paperwork and regulatory requirements too great for that little bit of Federal dollars that was available.

They then started out that under the premise that what we ought to do is we ought to simply block grant all Federal dollars to all local education agencies, only through to their discussions come around the point to which they said:

> Wait a minute. Why shouldn't those of us who are willing to take the initiative to put together the special programs and have the commitment, why shouldn't we be able to get those dollars because if another school isn't committed enough to go through this paperwork, they are probably not committed enough to develop the specialized vocational program, et cetera.

They came 180 degrees, 360, I guess really, back to the present law, starting in opposition to it and concluding that, "Yes, we ought to keep those requirements even though most schools don't participate at the elementary-secondary level."

Now we have got a lot of elementary-secondary associations here and I would be interested for the record whether your associations agree or disagree with the recommendation of my educational advisory commission.

Anybody who wants to comment, it's fine with me.

Ms. TARR-WHELAN. Well, every member of ours working in a classroom would say, first of all, they would like to see less paperwork so that I am sure that the members of ours who are on your advisory committee would have been speaking from that perspective as well.

I think in terms of our testimony what we tried to do is to strike a balance for two purposes. One is that we want to see that the school districts that have the greatest need do, in fact, get the resources and it is our experience, as it is Ms. Holmes' experience, that that is not always true, both in terms of the proportion of need of the students and second, in terms of whether we are rewarding grantsmanship or education programs.

So, in our testimony we really came down on the development of clear Federal goals and purposes for which programs would be developed, but that the funding itself was not as much on a grantsmanship basis, but, in fact, targeted to the populations in those school districts where the actual programs could be developed.

I don't know if that in part begs the question, but I don't think it's all clearly one level—either it's a block grant or it's totally targeted on a project basis.

Mr. GUNDERSON. Any other comments?

Dr. Parent, I would like to ask from what size district your advisory committee came from. It's quite evident that if it's a small rural district the amount of money that you would get because you don't have someone employed in the capacity of a grant writer, so to speak, and it would not be efficient for you to take those moneys because it would cost you more than you would get in order to comply with all of the paperwork.

We do have in Minnesota a Joint Powers Act, and I am sure you are familiar with it being a neighbor, whereby small districts go together in an educational-vocational co-op and in those cases, districts such as my own which is a medium-sized district, and two or three other districts can pool our moneys, some State and Federal, and form a vocational co-op where we would have certain clustered subject cuts, then we can use it to advantage. But if it were just for our own district, it's quite possible that we would find the clerical costs outweighing the benefits that we would receive. But it doesn't mean that we don't have the need for our children because they do need the training.

Mr. GUNDERSON. We have done the same in Wisconsin. I happen to come from a small school district that is a part of a five-school cooperative in that same regard and I think you are right. That ought to be encouraged.

Dr. Holmes?

Dr. HOLMES. I was just going to say where there are the intermediate units and the sending and receiving schools of the comprehensive high schools and the area vocational and technical schools, and the number of boards of education that are involved in making these decisions, it becomes a problem, yes, I understand, for some of the smaller ones. Some of my colleagues upstate have said, "It's not worth the effort," not too many of them, but some have said that.

So perhaps it depends on the government structure receiving those moneys.

Mr. GUNDERSON. Go ahead, Ms. Goldsmith.

Ms. GOLDSMITH. Thank you.

I think that's the reason State boards of education spent some time talking about governance. We think those decisions should be made at the State level so that we can respond to the needs, both in the large districts and the small districts, to help be sure that the assistance ultimately gets to the youngsters who need it and that's why we spend time talking about governance.

I think we are fairly comfortable with the bill as it now stands—the one we are existing on now, we are refining it and continuing to do that. We would hope that through the process that some of the problems that have existed over the last few years could be

massaged and resolved out. That's, hopefully, what this discussion is about this morning.

Mr. GUNDERSON. Thank you all very much and, Mr. Chairman, thank you for your patience.

Chairman PERKINS. I think we have had an excellent panel here today, and it's my hope that all of the members of the full committee will read your testimony.

You have been most enlightening and very helpful and from time to time, in all probability, we will be calling you back again. It's our hope that within the next 60 or 90 days that we will get out a bill. We want to try to select the best climate possible and move ahead.

Let me again thank you, all of you. Good luck to you.

Dr. HOLMES. Mr. Chairman, may I just make one more statement?

Chairman PERKINS. Yes, go ahead.

Dr. HOLMES. For the record, may I correct my title from "Ms." to "Dr.", please?

Thank you.

Chairman PERKINS. Thank you all.

The subcommittee stands adjourned.

[Whereupon, at 10:35 a.m., the subcommittee was adjourned.]

[Additional material follows:]

Position Statement by the National Advisory Council on Vocational Education

POSITION STATEMENT ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

We face a challenging task in the latest reauthorization of the Vocational Education Act. The decisions which will be made over the course of the coming year will impact on the shape of the vocational education enterprise for many years to come. We are laying the framework for our entry into the Twenty-First Century.

We already are beyond the threshold of a new era of profound worldwide changes in technology which will have far-reaching consequences on the way we work, the skills we need, and how we apply them, on teaching and learning, on business and the way it is conducted, on national productivity, and on our economy. We are likely to see telescoped into a few short years the same degree of change and progress which has occurred over the past two hundred years. The changes we must deal with are structural in nature, not the kind of cyclical disruption that often in the past was self-correcting. A large percentage of those out of work today will never return to their regular jobs. There are less and less job opportunities for the unskilled. We must begin now to prepare for the challenges and opportunities which the future will bring.

If we are to meet the challenges of the future, we must have commitment and leadership in all sectors and at all levels of our society. There will undoubtedly be jolts and dislocation in our economy and in society. We can minimize these, however, if we all work together -- government, business, and education. President Reagan, in his State of the Union

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address, said: "Education, training and retraining are fundamental to our success . . . Labor, management and government at all levels can and must participate in improving these tools of growth." The quality of the education and training of our citizens in light of these changes will be a significant factor in determining our Nation's future role. We cannot take a laissez-faire position on the education of our citizens and the training of our workforc. These are of fundamental concern to any future national endeavors. Investment in economic development will yield poor returns without equal investment in human development.

The Federal Role

There obviously is strong national interest in rebuilding a cadre of skilled workers to increase the Nation's productivity. It should be recognized that vocational education is the most economic and competent deliverer of training services for the vast majority of people. A federal leadership role is crucial in guiding vocational and technical education resources to meet changing needs. It can also help promote and establish a standard of excellence which will assure a skilled workforce able to perform the tasks required of business, industry, the defense establishment, and others. The focus of federal involvement should be to help enhance the quality and expand the capacity of vocational education to meet the challenges which the future will bring, which indeed are already being thrust upon us today.

The success or failure of vocational education lies ultimately at the local level, in the classroom, and in the community. However, we cannot expect

16,000 diverse school districts, or even 56 States and Territories, acting separately, to galvanize into a collective force to identify the problems and opportunities which the future holds, much less plan programs and devise coordinated strategies which respond to long-term skill development needs of our economy, without guidance and assistance. There should be, from the federal level, motivation, support, and leadership to help define the larger picture and serve as a catalyst for our collective efforts.

The following statement, The Need for a Continuing Strong Federal Partnership Role in Vocational Education, reflects the Council's concerns in these areas:

> As the national debate continues on the division of responsibility for education, the place of education within the federal establishment, and the level of education budgets, the National Advisory Council on Vocational Education makes the following statement in support of a continuing, strong federal partnership role in vocational education.
>
> A strong vocational education program is essential for national economic recovery, as well as economic growth. While education is primarily the responsibility of state and local jurisdictions, vocational education programs need to be of sufficient scope and quality to meet national skilled workforce requirements.
>
> Vocational education should be part of a National Human Resource Policy designed to complement a larger policy of economic revitalization and new capital investment.
>
> The training of a skilled labor force requires close partnership between education and the private sector. Vocational education requires the involvement and expertise of business and labor in the planning and design of its programs, in order to assure high quality and relevance. Education provides the pool of workers from which business and industry can draw to meet its increasing needs for new, technolgically literate employees. Eighty percent of new jobs are in small businesses. Most of these smaller firms do not have the capacity or time to mount full-scale training

programs. Most businesses which train, do so on a job-specific basis, and need people who have basic occupational skills upon which to base the more specific training.

With leadership and commitment, people with special needs can have access to quality programs.

Historically, federal involvement in vocational education (e.g., the Morrill and Smith-Hughes Acts) has responded to national needs -- the move from an agricultural to an industrial economy, support of war efforts, post-war economic adjustment, and training to overcome foreign competition. The need has never been greater than it is now as we strive to strengthen our competitive stance and our defense posture in a new age of specialized technology.

Skills and knowledge should be current, should be consistent with the needs of the labor market, should complement national needs, and should be transportable. The transport factor is especially important for the disadvantaged and displaced workers who should be trained to be highly mobile as they leave depressed urban and rural areas in search of greater opportunity. A welder trained in Lexington, Kentucky, or Brooklyn, New York, should be able to function on the job in Houston, Texas, or Seattle, Washington.

We repeat the call made by this Council in 1975, "to reclaim the skills and productivity of the American people," as a matter of National Policy. In that statement, the Council said:

> "America is rapidly losing the technical superiority that has been the base of our prosperity, and our proudest export. Our competitive position in world markets was built on the superb technical skills and productivity of our people. We are losing that edge. We must reclaim it."

We urge that the focus be on assisting States in upgrading, modernizing, and expanding vocational programs to help achieve our Nation's economic goals. We urge Congress to continue bi-partisan support for education, and to scrutinize carefully any proposals which would weaken vocational education.

The Current Act

Great strides have been made under the Vocational Education Act of 1963, and the Amendments of 1968 and 1976. Today 16.3 million students of all ages are enrolled in vocational education of some kind. Nearly six million

are in full-scale programs developing specific occupational skills. There are 278,500 teachers at all levels. Secondary schools and area vocational-technical centers with five or more vocational programs number 9,200. There are 2,000 technical institutes, community colleges, and other postsecondary schools providing vocational education.

The Vocational Education Act was designed to stimulate state and local dollars for expanding vocational education by requiring a 50-50 match. In this strictly monetary respect, it has succeeded, with state and local money now overmatching by an average of 9 to 1. The current federal contribution of $784 million is matched by state and local funding of over $6 billion. It should be noted, however, that the overmatch occurred at a time when states generally were enjoying budget surpluses. It is likely to shrink now as states are forced to shift priorities in response to decreasing revenue.

Funding for vocational education pales in comparison to what is spent on higher education in America. We spend far more on preparation and support of those students going to four-year colleges than we do in vocational and technical education. Vocational education represents only 5.2% of the $15 billion dollars appropriated last year by Congress for education.

Yet a vast majority of students will never complete a four-year baccalaureate degree. Those who do not finish, as well as many who do, are unprepared and lack the skills needed to compete in today's job market. In many instances, the jobs are there, listed in long columns in the Sunday papers. But they are jobs requiring specific skills. The untrained and unskilled, as well as highly educated generalists, do not qualify. Many are returning now to vocational and technical programs to get the skills they need. It is no longer the level of education, but the kind of education, which determines success.

The Federal Government spends billions of dollars a year on remedial-type job training programs to correct deficiencies which should have been addressed through the education system in the first place. In its second report, in 1969, this Council called on the Federal Government to "invest at least as much money in reducing the flow of untrained youth as it invests in reducing the pool of the unemployed."

With today's economic dislocations and the large number of adults who need retraining, the situation goes beyond the problem of untrained youth. Obviously, vocational education alone will not stem the tide. It can, however, make a significantly greater contribution, in cooperation with business, industry, and government, if given the opportunity and the resources.

Principles for Reauthorization

In the past 20 years, since the 1963 Act, the Federal-state-local partnership has made a substantial investment in building the capacity of vocational-technical education. We must continue that partnership now to assure that, as a national priority, this capacity is fully utilized, properly focused, and improved and expanded where needed. That priority is of such importance, we believe, that the attention of Congress should be directed solely at vocational-technical education, and there should be no consolidation with any other program at this time. The National Advisory Council believes that the following set of principles should be the basis for reauthorization of the Vocational Education Act:

Targeted Priorities

The federal role in this partnership should be to stimulate specific targeted efforts to make certain that there is a correct match between the skills taught and the jobs which will be available.

These efforts are:

1. Enhancing quality,
2. Improving equipment and facilities,
3. Keeping curricula and personnel abreast of new technology,
4. Serving handicapped and disadvantaged persons, and eliminating sex bias and stereotyping,
5. Retraining displaced workers and other non-traditional students,
6. Developing programs in new and emerging occupations,
7. Increasing cooperation between business, industry, education, and other training programs,
8. Helping find innovative approaches to accomplish these priorities.

In general, available federal funds should be limited to the following uses:

-- program improvement activities, such as above,
-- program leadership at federal, state and local levels,
-- expansion of existing programs of high quality to serve greater numbers of young people and adults,
-- establishment of new programs to meet new skill training needs, and
-- other activities, for which state and local funds may not be available, which will promote quality and excellence in vocational education.

Economic Development:

The strength of the workforce is a significant factor in the productivity of our Nation, and our competitive position in world markets. Each billion dollars of exports of manufactured goods represents 25,000 jobs. Vocational

education should be a major tool in economic development strategies. It will require cooperative federal, state, and local encouragement, support, and leadership to make it a fully effective tool capable of responding to rapidly changing skill needs. Closer linkages between business, industry, and vocational education must be forged covering a broad range of activities designed to improve the relevancy and currency of vocational programs, and to improve the match between skills and jobs.

There should be incentives for business to join in a cooperative effort with vocational education in planning for changing technology and skill requirements; for retraining and upgrading the skills of existing workers in industry before they become unemployed; for job-specific training for new or expanding businesses; for business donations, loans, and making available use of on-site equipment and facilities; for expanded cooperative education-work experiences; and interaction of business and education for an exchange of teachers and workers between the work site and the classroom.

The National Advisory Council held a series of regional hearings during April and May, 1983, in cooperation with the State Advisory Councils on Vocational Education, and the National Commission for Employment Policy, at which it heard from more than 60 representatives of business, industry, and labor on their expectations of vocational education in increasing productivity, and how to promote closer working relations between education and the business community.

We believe that business and industry are ready and willing for such cooperative efforts. The National Advisory Council was impressed by the results of a survey conducted by the U.S. Chamber of Commerce of 1,400 personnel directors, which indicated substantial support for greater involvement of business with vocational education. The survey showed that business firms work with schools to advance vocational education in a variety of ways, including co-op programs, apprenticeship-type arrangement, and internships. Three out of five indicated a willingness to have students gain experience on their firm's equipment. Twenty-three percent said they would welcome students into their firms for practical work experience, and would provide supervision; 13 percent said they would do so if the schools provided supervision; and 24 percent said they were already doing it. The conclusion to be drawn from the survey is that vocational education is perceived as being effective in preparing students for employment, that there are opportunities for making it more effective, and that business would like to work with vocational education to improve effectiveness. The National Advisory Council has been working with the U.S. Chamber of Commerce in developing this survey data, along with case studies of exemplary business-education cooperative efforts, into a publication which will be useful to both the business community and educators.

Special Populations:

The needs of special populations, such as the disadvantaged, handicapped, displaced workers and homemakers, and the limited English-speaking, must

be addressed. Continued efforts to overcome sex bias and stereotyping should also be emphasized. A portion of federal funds should be targeted at providing the special services which may be needed to assist such persons in gaining access to and completing vocational programs. States should be given the flexibility and the responsibility for allocating those funds among eligible groups, according to the needs within each state.

Flexibility:

There should be less paperwork, prescriptiveness, and regulation, in all aspects of the Act. Federal purposes and priorities should be clearly stated, but states should have flexibility in addressing those priorities and allocating funds according to the unique needs and conditions within each state.

Planning and Evaluation:

The state plan should realistically describe the goals of the state in relation to national priorities. The evaluation process should include an accountability report which would document achievements toward those goals, and provide for updating and revising goals as conditions change. This would permit the Department of Education to ascertain that federal funds were being used for priority purposes. The Department's role should be to provide technical assistance and information to help achieve the national priorities.

Allocation of Resources:

Secondary and postsecondary institutions have played an increasingly important role over the past decade in vocational education, far beyond the

investment provided at the federal level. Consistent with the principle of state flexibility, the allocation of the federal funds among educational levels should be determined at the state level. There should be provisions to assure that all educational levels are represented in the planning and allocation decisions, and that articulation between secondary and postsecondary programs are emphasized.

Sole State Agency:

The sole state agency concept should be retained. This permits each state the flexibility to determine which form of governance best meets its circumstances and needs, and to assign the leadership and accountability functions. The state may designate any existing board or agency, or may create a separate entity to function as the sole state agency. Each state operates differently. To impose a governance structure from the federal level could jeopardize the investment and progress which has been made in the states over the years, and lead to possible duplication of effort.

Advisory Councils:

Autonomous national, state, and local advisory councils should be required. Majority representation on the councils must be from business and industry, to help strengthen the cooperative efforts which are needed between education and the private sector. The visibility of vocational education in the past two decades has come about directly, in large part, from activities of the advisory councils at all levels. Councils exemplify the importance of citizen input to the education system, and assure that the decisions which affect the lives of our children and our fellow workers are made with the best information available, and not just within the four walls of the

education administrator's office. The input of business, industry, labor, and other interested parties should start at the grass roots level and permeate throughout the system, up to the state and national levels. The role of State Advisory Councils should be clarified by emphasizing their advisory function in the initial planning stages, in order that planners have the benefit of the Council perspective early on regarding upgrading and improving programs and policy.

The National Advisory Council believes that these principles can form the basis for a more effective federal partnership role in the future.

CHWAT/WEIGEND ASSOCIATES
CONGRESSIONAL & GOVERNMENT RELATIONS
226 MASSACHUSETTS AVENUE, N.E.
WASHINGTON, D.C. 20002
202/547-7100

June 1, 1983

Rep. Carl Perkins, Chairman
Subcommittee on Elementary, Secondary
and Vocational Education
House Education and Labor Committee
Room B346C Rayburn HOB
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I understand that the Subcommittee is presently addressing the reauthorization of the Vocational Education Act, and that interested parties desiring to comment on the issue may submit their statements for the permanent hearing record.

Our client, the American Home Sewing Association, which represents over 500 corporate and retail members in the sewing industry in the fabrics, fibers, patterns, notions, trimmings and sewing machine manufacturing industries, has a deep concern in the area of vocational and adult education. On May 2, 1983 the President-elect of the Association, Earle K. Angstadt, President of the McCall Pattern Company, had an opportunity to appear before the Senate Appropriations Subcommittee on Labor, HHS, and Education chaired by Senator Lowell Weicker, to present the association views on vocational and adult education as it relates to consumer homemaking education.

We have enclosed several copies of Earle K. Angstadt's Statement, redrafted for your Subcommittee hearings in the hope that his comments can be incorporated in the record and disseminated to the Members of the Subcommittee for their information and review. We would appreciate any assistance you could provide in making the American Home Sewing Association views on vocations and adult education as part of the record.

Sincerely,

John S. Chwat

JSC:clw
Enc.

STATEMENT OF
EARLE K. ANGSTADT, Jr.
PRESIDENT-ELECT
AMERICAN HOME SEWING ASSOCIATION

SUBMITTED TO
HOUSE SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION

CONCERNING
VOCATIONAL EDUCATION APPROPRIATIONS

JUNE 1, 1983

Mr. Chairman, Members of the Committee, I am Earle Angstadt, President of the McCall Pattern Company, and President-Elect of the American Home Sewing Association. I am appearing before you today on behalf of the over 500 corporate and retail members of the American Home Sewing Association. The Association is the only organization which represents the entire home sewing industry in the U.S., including such areas as fabrics, fibers, patterns, notions, trimmings, sewing machine manufacturing, retailing, wholesaling and publishing. Today the sewing industry generates over $3.5 billion in sales annually through 20,000 retail stores serving over 40 million home sewing consumers. All of this business and all of these people -- manufacturers, wholesalers, retailers and consumers -- are the beneficiaries of programs that have given millions of Americans sewing skills which in turn have opened for them job opportunities or at the very least have enhanced the quality of their family life.

For fiscal year 1984, the President is proposing to consolidate all the programs under the Vocational Education Act, as well as those under the Adult Education Act, into a block grant,

ignoring specific line-item program requirements.

The continuation of federal funding support of the consumer homemaking education grant program is of great concern to our constituency. If consumer homemaking education as one of the smaller items in Vocational Education Appropriations loses its identity in the budget process, there is real concern that it will disappear entirely as a program which has meant so much to generations of Americans. It is to this specific concern that I will address my remarks today.

Vocational and adult education have for years provided millions of Americans with the skills, education and incentives to secure meaningful employment, provide for the basic necessities of life and enhance the quality of their lives.

While clothing and textiles represent a modest portion of the consumer homemaking education program, clothing is a basic necessity of life and so sewing and clothing-related programs take on an economic importance to our society that far exceeds other desirable but less fundamental programs. Sewing skills enable people to lower their expenses for clothing and to obtain income through utilization of their sewing skills by performing part or full-time sewing related work. People do not need extensive facilites or equipment to make clothes. Since sewing is a learned skill, however, people need to be taught the basic skills necessary to transfer design concepts and fabric into useful

products either for their own use or for sale to others. Given the state of today's economy, the importance of providing programs that will serve the special clothing needs of targeted population groups through vocational education is critical.

A good illustration of the importance clothing and textiles can contribute to vocational education may be found in the March 30, 1982 hearing record of the House Subcommittee on Elementary, Secondary and Vocational Education. Mrs. Ida Ballard, Supervisor of Vocational Home Economics for the Mississippi State Department of Education, told the Subcommittee of a family in a poverty stricken area whose 3 children had not been to school for over a year. A consumer and homemaker vocational education teacher asked the mother why her children were not in school and the mother answered that it was because her children did not have any clothes to wear. After that, the mother was enrolled in the local consumer and homemaking voc-ed program and clothes for the children were secured. The teacher then made sure that the mother knew how to sew clothes for her children. As a result, the children re-entered school and stayed in school. This single, simple story illustrates not only the importance of consumer homemaking education within the context of vocational education, but underlines the present need for clothing and textiles to remain, a specified, key part of this program in the present Congressional reauthorization process.

We urge that this year the consumer and homemaking education line item contained in Subpart 5, Section 150, of the Vocational

Education Act, be retained and strengthened by the Congress in reauthorization and appropriation legislation. Moreover, the American Home Sewing Association is concerned that the Congress may remove "clothing and textiles" from its present status in the Act as a priority area.

There is a more important reason today for clothing and textiles to remain a priority area since access to learning basic sewing skills is more restricted today than in years past. Sewing as a skill has been traditionally taught in home economics classes in secondary schools. During the past 10 years less emphasis has been placed on learning this basic skill in order to provide classroom time to address other social needs such as single parenting and consumerism.

In 1979 our Association retained a professional marketing firm in the education field called Master Teacher Inc., of Manhattan, Kansas, to make an assessment of sewing education in secondary schools. By mail that firm polled 1500 home economics teachers, 750 school administrators, and 750 guidance counselors, chosen randomly from among 18,300 junior and senior high schools with home economics programs. The results showed a clear decline in the teaching of sewing in the public schools as parental pressure grew to provide other programs in the consumer homemaking context. An average of only 44% of all schools surveyed have 50% or more of their students participating in sewing classes which means that only one-half of the students in less than

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one-half of the schools are learning basic sewing skills. Thus, there is an increasing need to maintain funding for the consumer homemaking education grant program to compensate in part for the reduction of this key area of homemaking education, basic sewing skills.

The sewing industry has been making efforts to provide adult educational programs. The Association maintains a close relationship with vocational education personnel around the country on grant programs in the clothing and sewing instructional area. Our Association's Teacher's Service Division provides a communications network with over 40,000 home economics teachers throughout the country and many of our corporate members maintain extensive in-house education departments which are active in consumer homemaking programs.

For example, one of our corporate members, the Viking Sewing Machine Company, worked with a state education department, under the consumer homemaking education program, to provide a mobile sewing classroom for handicapped and disadvantaged persons. There are other examples of cooperation between the sewing industry and the federal-state vocational education, consumer homemaking education programs to meet the needs of the young, old, male, female, poor, minority, and other groups in society. In addition, the industry is making a concerted effort to assist teachers in the enhancement of their teaching skills.

Last year on November 6, the industry conducted a 5 1/2 hour teleconference beamed simultaneously by satellite to 31 cities to an audience of 6000 home economic teachers. Its purpose was to impart information about new products, new sewing and teaching techniques, new ideas as to how courses in sewing and textiles could strengthen the quality of life and enhance the earning capacity of students.

Although the industry is devoting money and solid effort to the sustenance and expansion of sewing skills, the decision to eliminate the specific mention of consumer homemaking in the budget would be most harmful to our efforts. In the legislative process, we urge that every effort be made to provide grants to states which shall be used to extend, expand, and improve consumer homemaking education. The Congress of the United States should set the priorities and goals in the new Voc-ed Act to reflect the realistic needs of our citizens and intelligent use of the taxpayers' dollars. Social, economic, and cultural needs have been addressed by consumer and homemaking programs since the adoption of the Smith-Hughes Act of 1917. We submit there must continue to be a central core of subjects in consumer homemaking education that includes the clothing and textile area. Surely this education commitment has met the test of time.

I concur in the President's strong desire to return as many federal programs as possible over to the States for their control and implementation. New federalism is a worthwhile and high ideal. I do believe, however, that in the area of vocational and

adult education, federal funds should continue to be specified for programs so fundamental to the public good as clothing construction thereby not making their continuation hostage to alternate programs of a temporary or less basic nature.

If adequate funds are provided to these grant programs, a greater portion of the population will benefit from the courses targeted. Numerous careers in fashion, retail merchandising, fashion design, interior design, pattern making, sewing machine repair and textile design; as well as tens of thousands of vocations in the garment industry are based on sewing skills. If we are to hold true to the goal of lowering unemployment, then we must continue to provide people with opportunities to learn skills that allow them to obtain jobs, earn extra income, and make their own clothing--a basic necessity of life.

In summary, the American Home Sewing Association urges that:

1. The line item for consumer homemaking education be preserved;

2. The direction and program priorities encompassed in Subpart 5 of the Vocational Education Act, and specifically Section 150 (b) which provides for grants to States in several categories including "clothing and textiles", be preserved; and

3. A $43.5 million funding level be established for consumer and homemaking education, an $11.9 million increase in the FY 1983 funding level. This is the amount necessary to adequately accomplish the goals of the Voc-ed Act and is supported by the American Vocational Association and the American Home Economics Association.

THOMAS S. FOLEY
5TH DISTRICT, WASHINGTON

MAJORITY WHIP

VICE CHAIRMAN
COMMITTEE ON AGRICULTURE

CHAIRMAN, SUBCOMMITTEE
ON WHEAT, SOYBEANS AND
FEEDGRAINS

Congress of the United States
House of Representatives
Washington, D.C. 20515

June 24, 1983

OFFICES
HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
AREA CODE 202, 225-2006

574 U.S. COURTHOUSE
SPOKANE, WASHINGTON 99201
AREA CODE 509, 456-4680

E. 12929 SPRAGUE
SPOKANE, WASHINGTON 99216
AREA CODE 509, 926-4434

25 W. MAIN
WALLA WALLA, WASHINGTON 99362
AREA CODE 509, 529-4111

My dear Mr. Chairman:

In light of your Subcommittee's consideration of the Vocational Education Act of 1963, I want to share with you the enclosed position papers given to me by the Washington State Advisory Council on Vocational Education.

I would very much appreciate your making this information available to the members of your Subcommittee and would further request, if it is still open, this material be made a part of the hearing record.

With warm regards.

Sincerely,

Thomas S. Foley
Member of Congress

The Honorable Carl D. Perkins, Chairman
Subcommittee on Elementary, Secondary,
and Vocational Education
Committee on Education and Labor
United States House of Representatives
B 346 C Rayburn House Office Building
Washington, D.C. 20515

TSF:sms
enclosure

STATEMENT OF THE WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION ON FEDERAL LEGISLATION AFFECTING VOCATIONAL-TECHNICAL EDUCATION

The Washington State Advisory Council on Vocational Education (WSACVE) supports the development and implementation of an efficient, coordinated approach to occupational training in Washington and the nation. WSACVE urges, furthermore, that any federal legislation and national policies formulated to re-structure the funding, administration, and delivery of vocational-technical education services (a) take into account and give deference to the quality and diversity of services currently available to all Washingtonians, and (b) provide incentives for each state to undertake adequately-funded, appropriately-planned and administered, minimally-disruptive transitions to achieve efficiency and co-ordination in providing occupational training opportunities for all its population.

WSACVE urges that such an undertaking provide sufficient flexibility for each state to address national, state and local work force needs within the context of the political, social, economic, educational and cultural heritage of each state, while ensuring access and equity for all it populations.

Furthermore, WSACVE encourages each state to retain and moreover solicit the active, full-fledged advice and counsel of all its citizens and residents in the planning and evaluation of occupational training services. WSACVE also supports initiatives at the federal level to develop a national employment and training policy, embodying coordination with the employment and training policies of the states. WSACVE urges that the formulation of federal policy be fully representative of the departments of labor and education, as well as of business, industry, commerce, agriculture, labor and state and local citizenries.

WSACVE recognizes that the advances in technology are proceeding at a rapid rate and that current technological advancements render inadequate and out-of-date the current level of skills held by a large number of America's work force. Unless substantial, forthright public action is taken to foster the continued development of the nation's vocational-technical education delivery systems to provide for the training and retraining of the nation's work force, national policy objectives to achieve economic revitalization and growth, sustained re-industrialization, and a strong national defense posture will be stunted, if not eroded.

The nation's growing need for an appropriate and adequately trained work force to facilitate the implementation of national economic and defense objectives requires national direction, coordination, and support. National work force needs for national policy objectives cannot be addressed sufficiently by the vocational-technical education delivery systems of each of the states separately, regardless of their current capacities and strengths--which in many instances are substantial. The attainment of national policy objectives requires an active and sustained federal presence in education. During the 1980s and 1990s, that federal presence may be more important than at any other time in the nation's history.

WSACVE urges that funding for vocational-technical education at the national, state and local levels be retained as categorical funding and not be channeled through block grants and general education appropriations. The demands upon the states' vocational-technical education delivery systems to address technological advancement and otherwise provide the nation with an appropriately and adequately trained work force requires that funding be targeted and sustained.

JOHN SPELLMAN
Governor

DENNIS D. COPLEN SR.
Executive Director

STATE OF WASHINGTON
WASHINGTON STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
120 East Union, Room 207, MS FB-27 • Olympia, Washington 98504 • (206) 753-1715 • (SCAN) 234-1715

March 11, 1982

The Honorable Thomas S. Foley
U. S. House of Representatives
1201 Longworth Building
Washington, D. C. 20515

Dear Congressman Foley:

Although the expiration date of the Federal Vocational Education Act (P. L. 94-482) has been extended to September 30, 1984, hearings on reauthorization are continuing and several proposed bills have been drafted. The State Advisory Councils on Vocational Education, created by Congress in 1968 to provide citizen input to vocational education policy, planning and evaluation, have prepared the enclosed position paper as a reflection of local opinions on changes needed in the new or proposed Federal legislation. State Councils have agreed on the following summarized recommendations.

- The Federal role of vocational education and training should be to provide resources to the states towards resolution of national priorities through a coordinated state vocational education system.
- There should exist at the Federal level an education entity to provide national leadership for vocational education. The Federal entity should assist states through a sole state education system.
- In accordance with required state planning mechanisms, Federal funding for vocational education should flow through the state's sole education agency to the local level.
- These Federal dollars should be provided to fund those activities which are universally beneficial and/or directly related to national priorities.

. federal funding should be provided

1) in support of the involvement and participation of business, industry, labor, agriculture, and the general public on advisory councils at the Federal and state levels, assuring their continued operation and fiscal autonomy

2) for the continuation of program improvement

3) to expand the capacity of the population's work force by improving and increasing the development of the collective states vocational education and training programs

4) as incentives to ensure access for all populations

5) for vocational student organizations.

These recommendations will be even more meaningful after you have read the entire paper. Vocational education plays a key role in the nation's economy. Federal support, while small relative to state and local effort, is vital to addressing national priorities such as re-industrialization, improved productivity, and defense. We will be glad to help you obtain whatever information and data you need to be fully informed on this important federal legislation.

Sincerely,

Fred Schuneman

FRED SCHUNEMAN
Chairman
Washington SACVE

FS/pkj
Enc.

VOCATIONAL EDUCATION REAUTHORIZATION
A TIME FOR REDIRECTION

A POSITION OF THE
STATE ADVISORY COUNCILS
ON and FOR
VOCATIONAL EDUCATION
(December 5, 1981)

I. Introduction

The need to redirect Federal support for vocational education in the 1980's has been voiced by involved individuals across America. Redirecting vocational education will require the best and most intense efforts of the educational community and the full involvement of representatives of business, industry, labor, agriculture, and the general public.

Congress, in 1968, created the National (NACVE) and State Advisory Councils for Vocational Education (SACVE) as autonomous bodies representing all parties who have an interest in employment related education and training. Charged to advise, evaluate and report, Councils have an implied responsibility to communicate to Congress both effective and ineffective parts of current Federal law for vocational education. Although SACVEs will differ in their opinions as to specific changes needed in the Vocational Education Act, they share a core of basic concepts about the needs of vocational education as they relate to reauthorization. These concepts are presented in this position paper.

The Federal Government has never accepted the concept that it has a place in general education funding. The U.S. Constitution is silent on the topic of education, and enactments on education at the Federal level have been in response to national emergencies. In 1917 the Smith-Hughes Act was passed as an emergency action to cope with the inordinate demands of World War I. This first Congressional support for education was intended to foster a strong defense, a competent work force and a healthy economy.

Over the years, several major changes were made in Federal policy to address social and economic conditions confronting the nation. The 1963 Act was aimed at bridging the gap between education and the world of work for an increasing number of educated idle youth of America who faced severe unemployment as well as bolstering a badly sagging economy. The vocational education amendments of 1968 addressed both economic and social needs, including serving special populations by providing support services and financial aid to insure their success in vocational education programs. In 1976, Congress passed the most recent vocational legislation. In retrospect, it can be recognized that this legislation took the social issues initiated in the enactment of 1968 and made them the primary focus, leaving the human resources development and concerns of economics as secondary concerns.

The 1960's and 70's have brought growing frustration over ever increasing unemployment, unrest in the cities, swelling welfare roles, increased crime, soaring inflation, and dependency on big government. The issues of reindustrialization, economic revitalization and the reestablishment of America

in the world markets, constitute a crisis. Vocational education and training can and must be a full partner in addressing these issues. A big hurdle for the citizenry is to recognize the economic value of vocational education and training as an integral part of the solution to America's problems. Myths such as "vocational education is for someone else's child" and "vocational education leads to dead-end jobs" must be exposed as fallacies before this hurdle can be surmounted. Another hurdle to revitalization is to acknowledge that our nonrenewable natural resources are dwindling and that our greatest resource and capital asset is the human potential of our populace.

The task of vocational education assisting in the revitalization of America is complicated by a variety of factors including: (1) urbanization of the population, along with employment laws impacting youth and other factors that have deprived many youth of work experience; (2) polarization and isolation of rural communities from economic and human resource development, which forces migration to urban areas; (3) a multitude of factors that have brought many students to vocational and training programs without basic education skills needed to succeed in these programs; (4) broadening programs to serve special needs groups, which requires many special and supplementary services; (5) ever increasing levels of technology in the work place that requires more sophisticated skills in many areas of work; and (6) ever dwindling financial resources to support vocational education and training. Unless Federal legislation allows vocational education to address these factors, its success level will be diminished.

The nation is experiencing a greater paradox today that at any time in our recent history. There are many unfilled jobs requiring specific skills, while high levels of unemployment exist in many areas of the nation, particularly among youth ages 16-24 and minorities. Current national priorities call for the reindustrialization of America and strengthening our national defense posture through better trained and equipped personnel. These priorities call for a dramatically increased employment and training capacity in the states at a time when the national funding level is being reduced. Such reductions, coupled with inflation and the inability of state and local entities to take up the slack, will result in less training, not more.

Solutions to this paradox are not easy. Some propose that employers train workers. Many employers already do a great deal of training. However, when we consider that 80% of the new jobs are with employers who have less than 20 employees, it becomes obvious that such an arrangement is not a solution to providing the training needed in this nation during the 1980's and beyond.

In view of the foregoing discussion, the purpose of secondary, postsecondary and adult vocational programs has not changed, it continues to be the preparation of people for work. It is true that the needs of individuals and the employer change, and different strategies must be employed; but the basic purpose remains unchanged from 1917 to the present.

If vocational education is to effectively serve in the resolution of national crises and address continuing and emerging national priorities, vocational reauthorization must be once again based upon the development of the national human resource as a capital asset to America. The long-term financing of vocational education must be recognized as an investment for the full use of human resources and the maintenance of a healthy national economy. It is time now to fashion vocational education legislation which is forward looking and is an integral part of our nation's overall economic thrust.

II. Planning for Federal Legislation

The revitalization of our nation's economy and the continuous priority to provide a stable and competent work force should be the primary focus of vocational education reauthorization. Quality vocational education has demonstrated its ability to prepare people for work and is a direct cost benefit to continued economic growth. Vocational education is an investment in the future of America. Vocational education's role in economic revitalization must be state-coordinated and based upon local level human capital and economic development needs.

The State Advisory Councils recommend that -

> The basis of Federal involvement in vocational education and training should be developing human resources as a capital asset to the nation and addressing national priorities. As the legislation is written, the legislative process must guarantee input by all populations concerned with vocational education. Furthermore, access to vocational education by all populations must also be guaranteed.
>
> The focus of legislation should be to provide education and training for the development of a skilled work force. If the skilled work force is achieved through vocational education, the probability of the accomplishment of the goals of other social programs will be enhanced and the solution of existing social problems will logically follow.

III. Federal Role in Vocational Education

The Federal role in vocational education and training is two-fold: first, Federal support is needed to maintain the states' capacity to address changing economic and employment needs through quality vocational education programs and services. Second, Federal support should provide leadership and coordination to the state and local education systems so those systems can be responsive to national priorities and emergencies.

The State Advisory Councils recommend that -

The Federal role in vocational education and training should be one of providing resources to the states towards resolution of national priorities through a coordinated state vocational education system.

IV. Governance of Vocational Education and Training

In our country, these are issues of a priority and crisis nature essential to the revitalization of the national economy. These are the responsibility of the Federal government. Vocational education and training can help address these priorities and emergencies for the good of all. Since vocational education and training occurs at varying educational levels and among various agencies, it is critical that a single education agency be designated as the administrative authority. Only through a single agency can articulation and coordination be achieved, which will ensure the most productive and economical use of available funds.[1]

The State Advisory Councils recommend that -

Because vocational education and training can address national concerns and contribute to their solutions, there should exist at the Federal level, an education entity to provide national leadership for vocational education. The Federal entity should assist states through a sole state education agency in addressing national concerns and priorities which are affected by vocational education and training. The local educational delivery system should be assisted with Federal funds, which flow through that sole state's education agency.[2]

1. Vocational education is organized educational programs which are directly related to the occupational preparation of individuals for paid and unpaid employment. Training is the acquisition of skills for a specific job requiring varied, but usually short-term, training periods.

2. A "Sole State Education Agency" is a board or agency whose primary responsibility is education, who under reauthorization would be identified as the sole state agency responsible for the administration, or for the supervision of administration, of programs under the act.

V. Funding of Vocational Education

In reviewing the total expenditures at all levels for vocational education, advisory councils have determined that the Federal contribution is important though limited. Current state and local funding of vocational education far exceeds Federal funding; yet the Federal government exerts the greatest control over vocational education.

Among advisory councils, it is commonly accepted that the financial responsibility for vocational education is a shared responsibility among Federal, state, and local governments. It must be recognized, however, that the primary responsibility for funding of vocational education lies within the domain of state and local governments. Federal funding for vocational education should be maintained for the education and training of skilled workers to ensure continued economic development. Through a specified educational entity, the Federal government must determine the national priorities for vocational education and training and flow funds to the states based on these priorities. It is the states' right and their responsibility to determine how these Federal funds will be used for vocational education and training within the state to address the national priorities (e.g., economic revitalization). Planning for expenditure of Federal funds and development of programs at the state level must include local data and address local problems in keeping with national and state priorities.

Providing for close and direct communication with the local communities, citizen input to assure realistic planning and responsible program administration requires special categorical funds for National and State Advisory Councils for Vocational Education. These funds should flow through the Federal education entity to the councils.

To maintain viable vocational education and training programs with the capacity to meet future economic needs and increase the productive capacity of the work force, requires program improvements. These improvements may include, but are not limited to: research and development, preservice and inservice education for vocational education personnel, economic efficiency of the family, curriculum, innovation, exemplary and research coordination. Federal funding for program improvement efforts must address present and future goals of America in terms of economic and human resource development.

Federal dollars should be used as incentives to state and local agencies for expansion and improvement of vocational education programs and services. Services to student organizations, which are an integral part of vocational education, should be included since they contribute directly and positively to human resource development.

The State Advisory Councils recommend that -

In accordance with required state planning mechanisms, Federal funding for vocational education should flow through the state's sole education agency to the local levels. These Federal dollars should be provided to fund those activities which are universally beneficial and/or directly related to national priorities.

Federal funding should be provided in support of the involvement and participation of business, industry, labor, agriculture, and general public on Advisory Councils at the Federal and state levels, assuring their continued operation and fiscal autonomy. These special categorical funds should be distributed by the Federal education entity to those councils on the basis of a grant application to fulfill their responsibilities for citizen oversight of and input into vocational education and training programs.

Federal legislation should provide for the continuation of program improvement. Program improvement funds should flow to the state sole education agency for the purpose of determining priorities for efforts to improve programs. This determination to be a part of a state planning mechanism.

Separate Federal funds should be provided to expand the capacity of the population's work force by improving and increasing the development of the collective states' vocational education and training programs. These Federal dollars should also be used as incentives to ensure access for all populations to vocational education and training programs.

VI. Citizen Oversight and Participation in Vocational Education

The success of American education has rested primarily on a close association and communication with its citizenry. However, the effectiveness of this relationship has been compromised through fragmentation and Federal over-regulation. It is imperative that citizen involvement and communication be restored.

Evaluating the results of vocational programs is just as important as the initial planning of sound programs. Here, too, the involvement of

representatives from business, industry, labor, agriculture and the public is essential. Citizen participation in evaluation ensures that the "users" view of the product will be obtained. The views of citizen advisors provide a valuable third dimension, which the educational community needs for an objective assessment of vocational programs. This "oversight" role must be included in the Federal law.

Advisory councils must function autonomously to objectively carry out their advisory and oversight roles. Their independence is vital to their effectiveness and survival.

In summary, citizen input is sine qua non to their effective planning and objective evaluation of vocational programs. Such input can not be left to chance; it must be ensured by mandating the use of state and Federal advisory councils and providing them with the independence and funding needed to operate.

The planning of quality vocational education requires effective involvement of leaders from business, industry, labor, agriculture, and the public. These groups should constitute the majority of members on advisory councils for vocational education. Since advisory councils will be primarily representative of the noneducational community, councils must have the authority for obtaining pertinent information from the educational community and the channels to formally submit advice on vocational planning and policy formation.

The State Advisory Councils recommend that -

> The citizens' right to advise on and oversee the delivery of vocational education and training services should be continued in Federal legislation. At the state and Federal levels, this legislation should provide for an Advisory Council system which is operationally and fiscally autonomous.
>
> Legislation should guarantee to each council the right to advise and participate in planning at its level, to review evaluations and accountability data and to make recommendations to improve the delivery of vocational education and training. Such recommendations must be reviewed and responded to in a timely and responsible manner by the State Board of Vocational Education.
>
> In order that Advisory Councils may maximize their contribution to vocational education and training, vocational legislation should guarantee that the operational process of councils will be left to each respective council.

The membership of Advisory Councils for Vocational Education should be at least seventy-five percent representatives of business, industry, labor, agriculture, and the citizenry. The current appointment authority for members should be continued. Appointments should be to staggered three year terms with a consistent appointment date for all Councils.

VII. Vocational Student Organizations

Vocational student organizations are an integral part of vocational education. Leadership development within vocational education instruction is accomplished in a laboratory setting through organized activities. Leadership development is vital to the optimum development of our human resources; further, it contributes to overall productivity on the work site. Leadership development is critical to a sound economic future for America.

The State Advisory Councils recommend that -

Vocational student organizations should be provided for in reauthorization of vocational education.